FLORIDA HOUSE OF REPRESENTATIVES

COMMITTEE ON CHOICE & INNOVATION
INTERIM PROJECT 2005-2006

IMPACT AND IMPLEMENTATION OF FLORIDA'S CLASS SIZE AMENDMENT

Committee on Choice & Innovation
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EXECUTIVE SUMMARY

The current constitutional amendment sets forth the maximum class sizes as follows:

Grades	Number of Students
Pre-K through 3rd	18
4th through 8th	22
9th through 12th	25

The amendment also states that districts must reduce the number of students per classroom by two each year until the maximum number of students meets the above-referenced requirements.

The implementing statute, Section 1003.03, Florida Statutes, now specifies that through the 2005-2006 school year, compliance with the class-size provision will be measured by a district average. Then, in fiscal years 2006-07 and 2007-08 compliance will be measured at a school average. Finally, in fiscal years 2008-09 and 2009-10, compliance will be measured at the individual classroom level.

The following charts reflect the amounts the state legislature has spent on class size reduction since 2003 and the resulting reductions in class size during that time.

Year	2003-04	2004-05	2005-06
Operating funds	468,198,634	972,191,216	1,507,199,696
Facilities funds	600,000,000	100,000,000	83,400,000
Total	**1,068,198,634**	**1,072,191,216**	**1,590,599,696**

STATEWIDE DISTRICT CLASS-SIZE AVERAGES			
Year	**Grades PreK – 3**	**Grades 4 – 8**	**Grades 9 – 12**
2002-03	23.07	24.16	24.10
2003-04	20.54	22.43	24.06
2004-05	18.98	21.32	23.73
2005-06	18.16	20.48	22.96
Change from 2002-03	**(4.91)**	**(3.68)**	**(1.14)**

Florida is not the first state to enact an initiative to reduce class sizes. Other states, including Tennessee, Wisconsin, and California, have also instituted organized efforts to reduce class sizes in programs that ranged from relatively small experimental efforts to those which were statewide in scope.

Initial reports regarding the STAR study in Tennessee indicated that there were small, but statistically significant student achievement gains in kindergarten and first grade. However, subsequent reviews of the program have questioned the significance of these gains and whether they would be evident in any grades beyond kindergarten and first.

California's statewide class size reduction effort provides a more valuable tool in providing insight into the potential effects of class size reduction at a statewide level. The lessons from California's extensive program include substantial costs, a dramatic decline in teacher quality (particularly in schools located in low-income areas of the state), and difficult decisions to reallocate resources from other programs such as libraries, music and art programs, and professional development.

Many of the characteristics hindering the success of California's class size reduction efforts are strikingly evident in Florida as well with the possible exception that they are even more problematic in Florida:

1) Florida's program is also statewide in scope and actually includes far more grades than the California initiative.
2) Florida has a higher rate of growth than California and is facing an even greater crisis when it comes to teacher recruitment and retention and when coupled with class size requirements is expected to need almost 30,000 new teachers next year alone.
3) Florida is also struggling to keep pace with facility needs and will be faced with tremendous costs to provide the facilities needed to meet class size requirements which are considerably more rigid than the voluntary program instituted in California.

An extensive assessment of the impact of the implementation of the class size amendment in Florida was recently performed by the Council for Education Policy Research and Improvement (CEPRI). CEPRI's November 2005 study concluded that class-size reduction is not the best strategy for improving education in Florida. This conclusion was based on a review of several other state class size reduction efforts, other experiments, and studies regarding class size reduction and Florida's unique characteristics.

The report also observed that Florida's class size amendment was significantly more rigid than those attempted in other states. It also noted that, like California, it would adversely impact teacher quality, and would stifle student and parental options as well as quality improvement initiatives.

Given the results in California and the conclusions of the CEPRI report, it may be wise to consider revising the amendment in a way that provides districts and schools the opportunity to continue improve teacher quality, keep up with technological advances in education, and provide greater school and curriculum choices to public school students.

Possible changes to provide this flexibility may include calculating class sizes at a district average with a cap of no more than five over the maximum in any individual classroom. It would also include clarifying the availability of co-teaching to meet class size requirements and a provision that would require districts to scrutinize their own spending in a way that would promote focusing funding allocation in areas that are most likely to increase student achievement.

BACKGROUND

SUBSTANCE OF THE CONSTITUTIONAL PROVISION

In November of 2002, Florida's voters approved an amendment to the Florida Constitution which placed rigid class size requirements on public schools across the state. The constitutional provision, found in Article IX, Section 1 of the Florida Constitution, requires that the state legislature "shall make adequate provision to ensure that" there are sufficient number of classrooms by the start of the 2010-11 school year so that a certain number of students is not exceeded in each classroom.

The current constitutional amendment sets forth the maximum class sizes as follows:

Grades	Number of Students
Pre-K through 3rd	18
4th through 8th	22
9th through 12th	25

The requirements do not apply to extracurricular classes and the costs specifically associated with reducing class size are the responsibility of the state and not local school districts. Finally, the districts must reduce the number of students per classroom by two each year until the maximum number of students meets the above-referenced requirements.

CLASS SIZE IMPLEMENTING LEGISLATION

Following the passage of the class-size amendment the Florida Legislature enacted Senate Bill 30A which amended Section 1003.03, Florida Statutes. The statute now specifies that through the 2005-2006 school year compliance with the class-size provision will be measured by a district average.[1] Then in fiscal years 2006-07 and 2007-08 compliance will be measured at a school average. Finally, in fiscal years 2008-09 and 2009-10 compliance will be measured at the individual classroom level.

The statute requires districts to consider implementing a number of policy options in order to meet the constitutional class size requirements, including the following:

(a) Adopt policies to encourage qualified students to take dual enrollment courses.

(b) Adopt policies to encourage students to take courses from the Florida Virtual School.

(c) 1. Repeal district school board policies that require students to have more than 24 credits to graduate from high school.

[1] Charter school compliance is already measured at the school level due to the fact that they are not under the direct control of the school districts.

2. Adopt policies to allow students to graduate from high school as soon as they pass the grade 10 FCAT and complete the courses required for high school graduation.

(d) Use methods to maximize use of instructional staff, such as changing required teaching loads and scheduling of planning periods, deploying district employees that have professional certification to the classroom, using adjunct educators, or any other method not prohibited by law.

(e) Use innovative methods to reduce the cost of school construction by using prototype school designs, using SMART School designs, participating in the School Infrastructure Thrift Program, or any other method not prohibited by law.

(f) Use joint-use facilities through partnerships with community colleges, state universities, and private colleges and universities. Joint-use facilities available for use as K-12 classrooms that do not meet the K-12 State Regulations for Educational Facilities in the Florida Building Code may be used at the discretion of the district school board provided that such facilities meet all other health, life, safety, and fire codes.

(g) Adopt alternative methods of class scheduling, such as block scheduling.

(h) Redraw school attendance zones to maximize use of facilities while minimizing the additional use of transportation.

(i) Operate schools beyond the normal operating hours to provide classes in the evening or operate more than one session of school during the day.

(j) Use year-round schools and other nontraditional calendars that do not adversely impact annual assessment of student achievement.

(k) Review and consider amending any collective bargaining contracts that hinder the implementation of class size reduction.

(l) Use any other approach not prohibited by law.

The Department of Education (DOE) reviews compliance with class size requirements and if it is determined that a district has not complied with the statutory requirements for that year, the Department will calculate the amount from the class size reduction operating categorical which is proportionate to the amount of the district's failure to comply with class size reduction.

The Governor's office transfers such funds to an approved fixed capital outlay appropriation for class size reduction in that district. However, the amount transferred may be adjusted by the Legislative Budget Commission where the Commissioner and State Board of Education find that the district has been unable to meet the requirements despite appropriate efforts to do so.

Furthermore, by January 15, 2006 and each year thereafter, the DOE shall determine which districts have not met class size reduction requirements and report such districts to the Legislature. Each district that does not meet the requirements shall be required to implement no less than one of the following options in order get into compliance:

1. Year-round schools;
2. Double sessions;
3. Rezoning; or
4. Maximizing use of instructional staff by changing required teacher loads and scheduling of planning periods, deploying school district employees who have professional certification to the classroom, using adjunct educators, operating schools beyond the normal operating hours to provide classes in the evening, or operating more than one session during the day.

Finally, beginning in the 2006-07 school year, the Department, in addition to its enforcement authority in Section 1008.32, Florida Statutes, must develop a compliance plan for each non-compliant district, that must include rezoning for maximum use of space while minimizing additional transportation costs.

CLASSROOMS FOR KIDS

The legislature also established the Classrooms for Kids Program found in Section 1013.735, F.S. This program was enacted as an additional way to provide funding to districts to reduce class-size.

The funding for the program is allocated according to a formula set forth in the statute. The formula provides that 25% of the appropriation is prorated to the districts according to its percentage of base capital outlay FTE, and 65% is provided according to each district's percentage of growth capital outlay FTE as calculated from the Public Education Capital Outlay and Debt Service Trust Fund. The final 10% of the appropriation is allocated based on the age of and value of each school district's facilities pursuant to Section 1013.64(1), F.S.

HJR 1843 – PROPOSED AMENDMENT TO CONSTITUTIONAL CLASS SIZE PROVISION

In the 2005 Legislative Session, HJR 1843 was proposed as a vehicle by which to continue to meet the objectives of the original class size amendment while refocusing much of the funding toward providing a higher minimum salary for teachers as studies have shown that teacher quality is the most important factor in increasing student achievement. It was also intended to provide greater flexibility regarding the rigid requirements of the current constitutional language. However, this joint resolution was not passed by the 2005 Legislature.

CLASS SIZE FUNDING AND COMPLIANCE

FUNDS ALREADY APPROPRIATED

As of the 2005-2006 school year, the Legislature has appropriated a total of $3,752,187,943 toward reduction of class sizes pursuant to the constitutional amendment. Facilities funding was $783,400,000 of that total while the remaining $2,968,787,943 has been allocated toward operating expenses. The chart below shows the amount of funding spent on operating and facilities relating to class size:

Year	2003-04	2004-05	2005-06
Operating funds	468,198,634	972,191,216	1,507,199,696
Facilities funds	600,000,000	100,000,000	83,400,000
Total	**1,068,198,634**	**1,072,191,216**	**1,590,599,696**

CURRENT DISTRICT COMPLIANCE

On December 27, 2005, the DOE issued a memo stating that Florida school districts had made significant progress in reducing class sizes across the state. See attached Appendix A. Specifically, the data as recent as November 2005, indicated that since '02-'03, class size in grades preK-3 had declined from 23.07 to 18.16, in grades 4 through 8 from 24.16 to 20.48, and in grades 9 through 12 from 24.10 to 22.96.

STATEWIDE DISTRICT CLASS-SIZE AVERAGES			
Year	**Grades PreK – 3**	**Grades 4 – 8**	**Grades 9 – 12**
2002-03	23.07	24.16	24.10
2003-04	20.54	22.43	24.06
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2005-06	18.16	20.48	22.96
Change from 2002-03	**(4.91)**	**(3.68)**	**(1.14)**

Only six districts failed to meet statutory class size requirements and those failures all came in grades preK-3. Importantly, the DOE memo also indicates that none of the districts failed to comply as a result of the inability to use co-teaching as a means by which to meet the statutory class size averages.

OTHER CLASS SIZE REDUCTION PROGRAMS

TENNESSEE'S STAR STUDY

Although there have been numerous studies on the reduction of class size and its effects on student achievement, perhaps the most cited study in favor of class size reduction is that of the Student Achievement Ration (STAR) project. STAR was a class size reduction program conducted in the state of Tennessee between 1985 and 1989.

The program involved reducing class sizes in grade K-3 and it compared classes of 13-17 students with classes of 22-26 students some of which included teacher's aides and some which did not. The students and teachers were randomly assigned and approximately 70 schools in 46 districts initially participated.

The results of the STAR project have been the subject of a great deal of debate since it ended approximately fifteen years ago. The initial reports claimed that there is a small, but statistically significant, benefit in regard to student achievement from being in a class of 13-17 as opposed to a class of 22-26 for students in K-3 and that this benefit is most prominent among disadvantaged students. The benefit is also most prevalent in kindergarten and first grade and it levels off thereafter regardless of whether the student remains in smaller classes or not.

Shortly after the initial reports were published on the effectiveness of the STAR project, the *Peabody Journal of Education*, published by Vanderbilt University, reviewed the findings and found that:

1. The maximum effect of reducing class size is in kindergarten and first grade. The effect on achievement levels off and declines in second and third grade even when students remain in small classes;
2. The cost of reducing class size seems to be proportional to the size of the reduction;
3. The high costs of substantial reduction in class size and the modest achievement that can be expected suggest that less expensive options should be considered; and
4. Reducing class size without changing what is taught or how it is taught will probably have modest results as numerous other factors will influence student achievement.[2]

Subsequent analyses by some of STAR's principal researchers have questioned the evidence of class size reduction's larger effect on disadvantaged students and have pointed out that the benefits to students within the smaller classes may have had more to do with the quality and method of teaching than the size of the class.

Finally, some have queried whether STAR's results were skewed by the "Hawthorne Effect." In other words, those participating in the study were aware of their roles and may have had an interest in seeing that the experiment produce a positive result. This leaves the reliability of the results in question. [3]

Accordingly, while Tenessee's STAR project is still the most cited example of the perceived benefits of class size reduction, a closer review of the data from the project has left serious doubt as to whether class size reduction provides any benefits beyond kindergarten and first grade.

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[2] Folger, John. Lessons from Class Size Policy and Research. *Peabody Journal of Education,* Vol. 67, No. 1, Fall 1989.

[3] Buckingham, J. (2003, March 21). Reflections on Class Size & Teacher Quality. *Issue Analysis,* 1-93.

As noted by Professor John Folger of Vanderbilt University, "Just reducing class size without attention to the other important influences on student achievement is likely to produce only modest increases in achievement...at very high costs. In a period of great concern about improving student achievement while controlling cost increases, class size reduction will need to be targeted to specific outcomes, and connected with an overall strategy for change. Unless that can be done, the high cost of across-the board class size reduction will be prohibitive." [4]

WISCONSIN'S SAGE PROGRAM

In the mid-1990's, the state of Wisconsin joined other states with efforts towards class size reduction when it implemented the Student Achievement Guarantee in Education (SAGE) program. SAGE was a five-year pilot program that involved 30 schools from 21 different districts. Participating schools had to have student bodies of no less than 30% low-income students. The program started by reducing class size in kindergarten and first grade the first year ('96-'97), and phasing in second grade in '97-'98, and third grade in '98-'99.

The requirements of SAGE were as follows:

1) *Reduce class size to 15 in kindergarten through third grade in phases over the first three years of the program.*
2) *Establish a "lighted schoolhouse" by keeping the school open more hours of the day and collaborating with community organizations for various social services.*
3) *Provide a rigorous academic curriculum to improve academic achievement.*
4) *Establish staff development and accountability systems.* [5]

The relatively small scale SAGE program ultimately showed a slightly higher level of achievement for students in the smaller class size with a greater increase for minority students. However, the SAGE achievement gains were only slightly greater than the standard for statistical significance typically used to determine relevance in the educational research field. [6]

Furthermore, given the other elements of SAGE's implementation it is certainly debatable as to what may have been responsible for the achievement gains that were realized. As noted above, the aspects of greater community involvement and collaboration, a more rigorous curriculum, and greater staff development would unquestionably play a significant role in any achievement gains. The recognition of these

[4] Folger Vol. 67, No. 1.
[5] Hruz, Thomas, *The Costs and Benefits of Smaller Classes in Wisconsin,* Wisconsin Policy Research Institute (2000), p. 5.
[6] *Id.* at pps. 31-32.

factors begs the question whether these less expensive and perhaps more effective measures are more prudent policy solutions.

CALIFORNIA'S STATEWIDE CLASS SIZE REDUCTION PROGRAM

The STAR and SAGE programs provide some insight into the issues facing Florida's class size program. However, their relatively small scope in comparison to the statewide class size initiative being undertaken in Florida limits the usefulness of the results of those studies. For a more comparative study, the most similar program was that of California which began its own class size reduction program in 1996.

The push for class size reduction was aided by a large budget surplus in California. State law required a majority of that surplus to be spent on education. The program was limited to reducing class sizes in grades K-3 from a state average of 28 students per classroom to 20 students in each individual classroom. This voluntary program originally provided $650 per student (now $800) to lower class size.

As expected, the idea of class size reduction was quite popular politically and the state was able to implement the program fairly rapidly in almost all districts. In the first two years alone, school districts within the state had to hire 24,000 new K-3 teachers to meet the class size requirements. By 1999, that number had risen to 29,000 new teachers. In spite of the challenges, after five years, the program was essentially fully implemented throughout the state.[7]

California's program has been evaluated and studied extensively by a consortium of leading research institutions. The results have been inconclusive as to whether the reforms had any effect on student achievement. Although some very minimal gains were found in core subjects, the implementation of several other educational reform programs simultaneously with that of class size reduction makes it impossible to determine whether the reduction of class size was in any way responsible for the barely significant gains that were realized.[8]

However, while the effects on student achievement were negligible, there were other noticeable consequences of such a large-scale initiative. The first clear lesson was that such a statewide initiative is a very costly undertaking. Over the first five years of the program, California spent over $1.5 billion annually on reducing K-3 classes to a maximum of 20. By 2002, the state was faced with a $23.5 billion deficit with virtually no evidence that the spending had provided any improvement in student outcomes.

The other, perhaps more alarming, consequence of California's class size reduction program was the rather dramatic decline in teacher qualifications statewide. Nowhere was the decrease in teacher quality more pronounced than in the poorer schools

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[7] Bohrnstedt, G.W., & Stecher, B.M. (2002, August). What We Have Learned About Class Size Reduction in California. *CSR Research Consortium.*

[8] How Class Size Makes a Difference. *The Regional Educational Laboratory at SERVE. (2002)* Pps. 8-9.

and school districts where the best teachers were often lured away to the wealthier schools due to increased demand for teachers across the state.

Finally, due to the inordinate cost of following the class size reduction requirements, many districts were forced to reallocate resources away from other programs such as libraries, music and art programs, and professional development.[9]

HOW DO CALIFORNIA AND FLORIDA CLASS SIZE REDUCTION PROGRAMS DIFFER FROM TENNESSEE'S STAR PROGRAM?

By all accounts, the results of the evaluations of California's class size reduction program have been much less favorable than that of Tennessee's STAR program with regard to the value of such programs as a means to increase student achievement. There are several explanations for this distinction.

Perhaps the most significant difference was the scope of California's program. The first year of the statewide program in California involved over 150 times as many students as that in Tennessee. By the 2000-2001 school year, almost 1.86 million students were in one of the almost 99,000 smaller classes.

As a result of the scope of the program in California, the availability of qualified teachers to staff the additional classrooms was, as noted above, another distinction. While Tennessee had no trouble finding qualified teachers for its relatively small program, California was already facing the problem of recruiting new teachers as a result of its continuous growth as a state. As noted above, California school districts hired 24,000 new teachers in the first two years of the program.

Additionally, California's lack of available classroom space coupled with the cost to create such space in a growing state was not an issue in the implementation of Tennessee's much smaller program.

Interestingly, each of the above-referenced characteristics hindering the success of California's class size reduction efforts are strikingly evident in Florida as well and may be even more problematic in Florida:

1) Florida's program is also statewide in scope and actually includes far more grades than the California initiative.
2) Florida has a higher rate of growth than California and is facing an even greater crisis when it comes to teacher recruitment and retention and when coupled with class size requirements is expected to need almost 30,000 new teachers next year alone.
3) Florida is also struggling to keep pace with facility needs and will be faced with tremendous costs to provide the facilities needed to meet class size requirements which are considerably more rigid than the voluntary program instituted in California.

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[9] *The Regional Educational Laboratory at SERVE. (2002)* P. 8.

The similarities between Florida and California provide ample expectations that Florida's program will suffer from the same problems that afflicted California. Given California's experience, it is likely that on its current course, Florida could end up with a large debt, poor teacher quality, reduced curriculum options, and no gains in student achievement.

CEPRI REPORT: IMPACT OF THE CLASS SIZE AMENDMENT ON THE QUALITY OF EDUCATION IN FLORIDA

An extensive assessment of the impact of the implementation of the class size amendment in Florida was recently performed by the Council for Education Policy Research and Improvement (CEPRI).[10] CEPRI's November 2005, study concluded that class-size reduction is not the best strategy for improving education in Florida. This conclusion was based on a review of several other state class size reduction efforts, other experiments and studies regarding class size reduction, and Florida's unique characteristics.

CEPRI concluded that "there is no evidence that reducing class size leads to increased academic outcomes for students in all grades." The CEPRI report did acknowledge that there may be some evidence of benefits to K-3 class size reduction in small classes limited to 15 students. However, the report indicated that the benefit was not likely to be evident in higher grades and that, much like the class size reduction project in California, the shortage of qualified teachers would likely eliminate any potential student achievement gains anyway. The CEPRI report pointed out several unique aspects of Florida's class-size reduction effort that are making it even more difficult to implement.

FLORIDA'S AMENDMENT IS MORE RIGID THAN THOSE ADOPTED OR PROPOSED IN OTHER STATES

First, the amendment in Florida is significantly more rigid and inflexible than the class-size reduction initiatives in other states. Such inflexibility is virtually certain to result in inefficient use of funds in predictable circumstances where such funds could be more effectively directed toward areas that positively affect student achievement.

FLORIDA'S AMENDMENT WILL ADVERSELY AFFECT TEACHER QUALITY

Second, due to Florida's consistent growth in student population, the state was already attempting to deal with teacher shortages even without the amendment. Now with the new federal requirements relating to "highly qualified teachers" there is even greater competition nationwide to find quality teachers. The report also cited increasing costs for construction and the unavailability of affordable housing throughout much of

[10] See attached Appendix B.

the state as an additional factor in raising the costs of the effort and recruiting more teachers.

The report indicates that quality teaching is the one area that has been very clearly shown to have the greatest effect on student achievement, and the amendment will inevitably decrease the quality of public school teachers, especially in schools that serve low-income areas of the state.

FLORIDA'S AMENDMENT IS ADVERSELY AFFECTING STUDENT AND PARENTAL CHOICE

CEPRI's report indicates that the rigid restrictions of the class size amendment cause a conflict with state and federal laws providing for public school choice as it is difficult to attempt to maximize use of classroom space available and still provide students and parents with a choice as to which school they want to attend. Furthermore, some districts are already reporting that they are being forced to eliminate academic electives including advanced placement, foreign language and fine arts classes and more districts are expected to have to do the same as the class size requirements become stricter.

FLORIDA'S AMENDMENT IS ADVERSELY AFFECTING OTHER QUALITY IMPROVEMENT INITIATIVES

CEPRI also states that districts have reported budget adjustments that they have made to meet class size reduction requirements. These adjustments include reductions in technology purchases, paraprofessional positions, magnet programs, supplemental coaching in math, science, and reading, and dropout prevention programs.

OTHER EDUCATIONAL OPTIONS

EDUCATIONAL TECHNOLOGY

Given the amount of money involved in implementing the current requirements of the class size amendment, it would be foolish not to at least consider other, more beneficial ways to spend those billions of dollars. Perhaps the intent of the class size amendment can be preserved in a way that provides flexibility to maintain teacher quality as well as school and curriculum options that foster student achievement.

One way to more effectively spend educational resources may be to focus on more modern solutions to educational improvement such as access to new technology. In his February 2005 speech before the National Governors Association, Bill Gates compared the public school system to a 50-year old computer and indicated that our schools were structured to "meet the needs of another age." Indeed, while much of today's society seems to send and receive information by electronic means our schools seem to lag behind.

Today's students are being raised in a world that demands a certain degree of digital literacy. As such, there is an increasing recognition across the country that school structures and curriculum delivery needs to adjust to that reality. The debate is often framed as textbooks vs. technology, but as Stephen Driesler, Executive Director of the Association of American Publishers, recently stated, not a single member of his association "owns a printing press or a paper mill..." How curriculum is delivered does not concern them. What does concern publishers is the lack of a market for electronic products in educational systems that are slow to change. [11]

Much of the inability to develop this market relates to the cost of providing the hardware, infrastructure and staff development necessary to make technology work in the classroom. Given limited resources, it becomes a matter of priorities. The state must determine whether educational funding is best spent on reducing class sizes to a rigid and arbitrary number, or developing the infrastructure necessary to move schools into the 21st century in a way that provides students the digital literacy required in the modern world while taking advantage of the opportunity to make learning more interactive.

Certainly, there are many more new technology devices being used in classrooms throughout Florida than there were even ten years ago. These include tools such as wireless networking, laptops, graphing calculators, and even hand-held devices such as PDAs that allow teachers to track students' understanding of the subject matter on a daily or even hourly basis. More and more districts are also using computer projection devices, like interactive white boards, that increase student's motivation to learn and provide greater retention of subject matter knowledge by allowing students to be more engaged in the classroom learning environment.

Although the use of these new technological tools is increasing, the relative lack of sufficient access to these devices, and perhaps more importantly, the lack of teachers' understanding on how best to use them, continues to hinder efforts to take full advantage of all the opportunities that such technologies can offer. Providing schools and districts with greater flexibility with regard to class size would provide greater resources to purchase technologies that motivate students and increase student achievement. It would also allow districts' the ability to properly train staff on how best to use such technologies to facilitate increased achievement.

GREATER SCHOOL AND CURRICULUM CHOICES

More flexible class size requirements would also allow districts and schools to provide so many of the choices that are so critical to preparing a student for his/her future and encouraging greater parental involvement in their child's education. Districts will have the flexibility to provide the school choice options mandated by both state and federal law, and so valuable in providing parents with meaningful educational opportunities and in keeping public schools accountable for their performance.

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[11] "Transforming Textbooks: A Threshold Forum" Threshold, Fall 2005, pps. 18-22.

Additionally, greater flexibility would give schools the necessary funding and space to continue to provide the academic curriculum options like advanced placement classes and fine arts that afford students the opportunity to maximize their potential in whatever area they have interest. And finally, it would allow districts to offer the teacher training to improve the quality of teaching that is so important for student achievement.

AMENDING THE AMENDMENT

DISTRICT AVERAGE WITH A CAP OF NO MORE THAN FIVE STUDENTS OVER THE PRESCRIBED AVERAGE IN ANY INDIVIDUAL CLASSROOM

One of the places to start in providing greater flexibility would be to allow districts to calculate class size compliance by district average rather than by individual classroom. This would allow a district to avoid the absurd situation in which one additional student in a K-3 class of 18 would require an entirely new classroom and the hiring of a new teacher. Districts would have to avoid abuse of this flexibility, as they would still have to factor this larger class into the overall average. Additional restrictions could be implemented to allow districts to add no more than five more students above the average in any individual classroom taught by an individual teacher before then having to divide the class.

CLARIFY OPTION OF CO-TEACHING

An additional area in which to provide flexibility in the class size amendment would be to clarify the availability of the option of co-teaching or team teaching. While there has been considerable debate and even the threat of a lawsuit over the contention that the current language of the amendment allows co-teaching as a means by which to meet class-size requirements, a candid interpretation of the plain language of the amendment and its intent does not support this argument.[12]

Amending the constitutional class size provision to allow the use of co-teaching is important for several reasons. First, it is a critically important tool for district's as they strive to comply with the requirements of IDEA as well as state law. Districts are required to educate ESE (Exceptional Student Education) students along with non-ESE students to the maximum extent appropriate to the needs of the ESE students. More importantly district staff report that they are seeing tangible positive results as more and more ESE students benefit from inclusion in a mainstream classroom setting.

Federal law also requires that ESE students be taught by a teacher who has been properly trained and certified to meet the needs of such students. Accordingly, districts are using co-teaching to allow a subject area teacher and an ESE teacher to work together in one classroom to meet the needs of these students. However, the rigid requirements of

[12] The argument that co-teaching is allowed by the implementing statute may have greater weight. However, the use of co-teaching pursuant to the statute would only provide a temporary solution to the district's ultimate constitutional duty to comply without use of this method, and will lead to significant problems at the end of the implementing statute's phase-in period.

the current language of the class size amendment make compliance with the amendment and the use of co-teaching to meet IDEA requirements a fiscal impossibility. Staffing numerous classes of 18 or 20 students with two teachers is simply far too expensive to be feasible.

Second, many districts are using co-teaching as a training tool for new teachers. This is a valuable tool in a state with consistent growth that is continually forced to hire new teachers. It is especially useful in training those who enter the classroom by way of alternate certification and often benefit greatly from the development that is available through teaching alongside a more experienced instructor.

Third, the option of co-teaching offers the opportunity to use classroom space more efficiently to avoid the cost of new facility construction and provide districts with greater flexibility to provide pre-K programs, preserve media centers and libraries and offer academic electives.

65-CENT SOLUTION

Finally, districts can and must do more to tighten their belts and use the resources appropriated to educate their students more efficiently. To that end, an initiative that has been introduced in a number of different states in recent years is the so-called "65-cent solution". This idea would require that all districts spend no less than 65 cents out of every dollar received for in-classroom expenditures.

The overall impact of such an initiative would be determined, in large part, by the details of defining what constitutes in-classroom expenditures and the amount of time in which the requirement would be phased in for districts to comply. The chart attached as appendix C provides a breakdown of the expenditures of each of Florida's 67 districts for the '01-'02, '02-'03, and '03-'04 school years.

A quick review of the statistics in the chart indicates that the smaller districts may have the most difficulty meeting the 65% standard. Nevertheless, as pointed out by the Reason Foundation and Deloitte Research in its October 2005 study entitled, "Driving More Money Into the Classroom: The Promise of Shared Services", the increasing use of shared services allows smaller districts to take advantage of economies of scale while still maintaining most of the important benefits of decentralized local control.

While experience and research indicates that there is not a close relationship between increased funding and student achievement (see e.g. Washington D.C., Kansas City, etc.), there is evidence that efficient allocation of resources toward the classroom can and does have a positive effect. [13] Indeed, the research cited by Chris Patterson of the Texas Public Policy Foundation points out that it is less important how much money is spent on education as a whole than whether the money that is allocated is spent in a manner that indicates an intention to place the highest priority on student achievement.

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[13] Patterson, "Spending and Learning: What Does the Research Say?", Texas Public Policy Foundation.

The importance of focusing funding priorities according to student performance is also evident in Standard & Poor's recent issue of School Matters, entitled "The Issues and Implications of the '65 Percent Solution'." Recent media articles have cited the article for its statement that data do not indicate a significant relationship between increased student performance and spending 65% or any other percentage of overall funding on instruction expenditures. However, the article goes on to point out that monitoring the percentages of funding allocation "is a useful benchmark in assessing the district's return on resources."

Standard & Poor's points out that "if the goal behind mandating a minimum instructional spending allocation is to ensure that money is targeted effectively toward improving student achievement, then precisely how the money is spent in the classroom is as important as what percentage is being spent on instruction." As noted above, the important question to be answered will be what items are to be included in defining the "65%", but if an initiative like the 65 Percent Solution can lead to more transparent fiscal data reporting it may be an important step toward determining what allocations tend to result in higher student achievement.

As districts and the state become better equipped to determine what best triggers increases in student achievement, the initiative would best be defined in a way that promotes the prioritization of such spending. Any legislation or constitutional amendment that would better focus educational spending in such a way, should provide a better solution to Florida's educational needs than a rigid and unwieldy class size reduction effort, or any other wide-ranging, expensive initiative that ultimately fails to elevate student performance.

APPENDIX A

FLORIDA DEPARTMENT OF EDUCATION

MEMORANDUM

DATE: December 27, 2005

TO: District School Superintendents

FROM: John L. Winn

SUBJECT: 2006 District Class Size Averages, Transfer Calculations, and Process and Timelines for District Appeals

Through faithful implementation of the class size constitutional amendment by school districts, significant progress has been made in reducing class sizes in Florida. The attached statewide summary of district-level class size averages is based upon class size information updated through November 29, 2005 (Attachment I). It reflects that, since 2002-2003, district class size averages have declined from 23.07 to 18.16 students in prekindergarten through third grades, 24.16 to 20.48 students in fourth through eighth grades and 24.10 to 22.96 students in ninth through twelfth grades. Six districts did not meet class size reduction requirements and this occurred in the prekindergarten through third grade grouping. The proposed transfer calculation for those districts is provided in Attachment II.

Transfer Calculation

Section 1003.03(4)(a), F.S., requires a budget modification for any district that did not reduce district-level class size averages as required by law. The law directs the Department to calculate, for each district that is not in compliance, an amount which is proportionate to the amount of class size reduction not accomplished. The calculation is the amount that will be transferred from a district's class size reduction operating categorical to a fixed capital outlay account for class size reduction in the affected district.

Last year's transfer calculation following appeals totaled $1,076,719 and affected nine districts; this year's proposed transfer calculation prior to appeals is $4,767,202 and affects six districts. Two districts were removed from noncompliance by an adjustment for unexpected student growth. An adjustment for unexpected student growth is applied to all districts in the proposed transfer calculation.

Preliminary calculations indicate that school districts have complied with the State Board of Education's co-teaching policy. It appears that no district failed to comply with the class size reduction requirements due to an increase in the percentage of co-taught classroom periods in 2005-06 over the percentage of co-taught classroom periods reported during the 2004-2005 school year. A final calculation will be made during the appeals process.

Appeal Process for the Transfer Calculation

Section 1003.03(4)(a), F.S., allows a district to submit evidence documenting why the district did not meet the class size reduction requirements. The appeal should be based on extenuating circumstances that prevented the district from complying despite appropriate efforts to do so. The submission of appeals by those districts that are not in compliance with the class size reduction requirements is currently in process. As previously stated, unexpected student growth has already been factored into the transfer calculation and, therefore, an appeal for unexpected growth is not required. Documentation of each district's extenuating circumstances will be reviewed by the State Board of Education. Based upon these reviews, alternative transfer assessments may be recommended to the Legislative Budget Commission.

Process and Timelines for Appeals

December 13 - Appeals process began for those districts that are not in compliance with class size reduction requirements.
December 27 - Memorandum from the Commissioner provided to school districts.
January 6 - Deadline for district submission of appeal and supporting documentation.
January 9-11 - Review of districts' appeals.
January 17 - State Board of Education meeting for final determination of transfer calculations.
February 16 - Legislative Budget Commission meeting for final approval of transfer calculations.

Format for Appeals

All appeals with supporting documentation should be submitted by the superintendent and addressed as follows:

Linda Champion
Deputy Commissioner, Finance and Operations
Florida Department of Education
325 West Gaines Street, Suite 1214
Tallahassee, Florida 32399-0400

Appeals may be emailed to tara.jackson@fldoe.org, or faxed to (850)245-9378.

If you have additional questions regarding the implementation of class size reduction requirements, please contact Linda Champion at (850)245-0406, or linda.champion@fldoe.org.

JLW:lcj
Attachments

FLORIDA DEPARTMENT OF EDUCATION
DISTRICT CLASS SIZE AVERAGES
2006 COMPLIANCE CALCULATION

ATTACHMENT I

		Grades PK-3									
								Unexpected FTE Growth Adjustment Applied			
	District	Base 2003	2004	2005	2006	Change from Base	Complied Before Adjustment	Adjustment to 2006 Class Size	Revised 2006 Class Size	Change from Base	Complied After Adjustment
		-1-	-2-	-3-	-4-	-5-	-6-	-7-	-8-	-9-	-10-
1	Alachua	20.57	18.07	17.59	17.44	(3.13)	YES	(0.27)	17.17	(3.40)	YES
2	Baker	19.68	15.32	13.69	15.83	(3.85)	YES	(0.23)	15.60	(4.08)	YES
3	Bay	18.56	17.78	17.60	16.38	(2.18)	YES	(0.26)	16.12	(2.44)	YES
4	Bradford	22.24	17.18	17.08	15.47	(6.77)	YES	0.00	15.47	(6.77)	YES
5	Brevard	20.54	18.50	17.67	17.60	(2.94)	YES	(0.27)	17.33	(3.21)	YES
6	Broward	24.87	20.80	18.98	18.05	(6.82)	YES	0.00	18.05	(6.82)	YES
7	Calhoun	16.73	15.80	15.52	16.00	(0.73)	YES	0.00	16.00	(0.73)	YES
8	**Charlotte**	**19.31**	**16.82**	**18.40**	**18.19**	**(1.12)**	**NO**	**0.00**	**18.19**	**(1.12)**	**NO**
9	Citrus	20.76	13.36	13.09	13.65	(7.11)	YES	(0.07)	13.58	(7.18)	YES
10	Clay	20.18	18.94	17.15	16.93	(3.25)	YES	(0.47)	16.46	(3.72)	YES
11	Collier	20.20	18.11	18.07	17.64	(2.56)	YES	0.00	17.64	(2.56)	YES
12	Columbia	19.08	17.36	16.15	16.36	(2.72)	YES	(0.40)	15.96	(3.12)	YES
13	Miami-Dade	30.21	27.26	24.03	21.39	(8.82)	YES	0.00	21.39	(8.82)	YES
14	DeSoto	20.89	18.28	17.91	17.40	(3.49)	YES	(0.13)	17.27	(3.62)	YES
15	Dixie	20.01	16.60	17.67	17.79	(2.22)	YES	(0.27)	17.52	(2.49)	YES
16	Duval	21.72	19.69	17.94	17.61	(4.11)	YES	0.00	17.61	(4.11)	YES
17	Escambia	21.27	19.82	17.21	16.45	(4.82)	YES	(0.52)	15.93	(5.34)	YES
18	Flagler	17.94	21.14	20.19	17.91	(0.03)	YES	(0.06)	17.85	(0.09)	YES
19	**Franklin**	**16.31**	**17.84**	**16.22**	**19.67**	**3.36**	**NO**	**(0.66)**	**19.01**	**2.70**	**NO**
20	Gadsden	20.62	20.04	19.23	17.93	(2.69)	YES	0.00	17.93	(2.69)	YES
21	Gilchrist	20.82	17.79	18.59	13.98	(6.84)	YES	0.00	13.98	(6.84)	YES
22	Glades	18.86	19.49	17.54	16.33	(2.53)	YES	(0.93)	15.40	(3.46)	YES
23	**Gulf**	**19.70**	**17.77**	**16.97**	**18.99**	**(0.71)**	**NO**	**0.00**	**18.99**	**(0.71)**	**NO**
24	Hamilton	15.02	17.53	16.57	16.63	1.61	YES	(1.00)	15.63	0.61	YES
25	Hardee	19.18	20.50	17.44	17.32	(1.86)	YES	0.00	17.32	(1.86)	YES
26	Hendry	21.38	18.98	17.30	17.47	(3.91)	YES	(0.58)	16.89	(4.49)	YES
27	Hernando	23.19	20.66	19.81	17.27	(5.92)	YES	0.00	17.27	(5.92)	YES
28	Highlands	21.02	18.30	17.29	17.67	(3.35)	YES	0.00	17.67	(3.35)	YES
29	Hillsborough	21.00	17.77	16.25	15.59	(5.41)	YES	0.00	15.59	(5.41)	YES
30	Holmes	19.00	17.31	16.75	17.41	(1.59)	YES	(1.24)	16.17	(2.83)	YES
31	Indian River	22.19	19.68	18.40	17.53	(4.66)	YES	(0.22)	17.31	(4.88)	YES
32	Jackson	19.55	17.86	17.42	17.58	(1.97)	YES	(0.55)	17.03	(2.52)	YES
33	Jefferson	16.89	18.00	16.40	16.31	(0.58)	YES	0.00	16.31	(0.58)	YES
34	Lafayette	16.57	15.78	17.28	15.22	(1.35)	YES	(0.41)	14.81	(1.76)	YES
35	Lake	21.84	20.12	16.97	17.35	(4.49)	YES	(0.24)	17.11	(4.73)	YES
36	Lee	22.95	20.15	18.75	16.84	(6.11)	YES	0.00	16.84	(6.11)	YES
37	Leon	20.52	18.18	17.77	18.00	(2.52)	YES	(0.35)	17.65	(2.87)	YES
38	Levy	18.96	17.91	17.35	17.57	(1.39)	YES	0.00	17.57	(1.39)	YES
39	Liberty	22.73	16.23	15.61	16.51	(6.22)	YES	(1.50)	15.01	(7.72)	YES
40	Madison	18.84	17.35	18.00	17.40	(1.44)	YES	(0.88)	16.52	(2.32)	YES
41	**Manatee**	**22.34**	**20.05**	**19.14**	**19.74**	**(2.60)**	**NO**	**0.00**	**19.74**	**(2.60)**	**NO**
42	**Marion**	**18.11**	**17.69**	**18.80**	**18.45**	**0.34**	**NO**	**(0.26)**	**18.19**	**0.08**	**NO**
43	Martin	21.55	19.25	18.00	17.79	(3.76)	YES	0.00	17.79	(3.76)	YES
44	Monroe	23.79	20.67	17.54	17.66	(6.13)	YES	0.00	17.66	(6.13)	YES
45	Nassau	22.29	19.78	17.93	17.62	(4.67)	YES	(0.18)	17.44	(4.85)	YES
46	Okaloosa	20.53	17.97	17.11	17.27	(3.26)	YES	(0.54)	16.73	(3.80)	YES
47	Okeechobee	19.39	17.82	17.20	16.74	(2.65)	YES	0.00	16.74	(2.65)	YES
48	Orange	19.60	18.57	17.99	17.68	(1.92)	YES	(0.00)	17.68	(1.92)	YES
49	Osceola	24.45	20.04	19.04	17.96	(6.49)	YES	0.00	17.96	(6.49)	YES
50	Palm Beach	25.60	22.23	20.36	19.29	(6.31)	YES	0.00	19.29	(6.31)	YES
51	Pasco	21.28	19.01	16.95	12.76	(8.52)	YES	0.00	12.76	(8.52)	YES
52	Pinellas	20.02	17.41	17.48	17.55	(2.47)	YES	0.00	17.55	(2.47)	YES
53	Polk	20.75	19.06	17.64	17.93	(2.82)	YES	(0.27)	17.66	(3.09)	YES
54	Putnam	18.96	18.48	18.48	17.78	(1.18)	YES	(0.27)	17.51	(1.45)	YES
55	St. Johns	22.89	19.68	21.10	17.86	(5.03)	YES	(1.29)	16.57	(6.32)	YES
56	**St. Lucie**	**23.38**	**21.25**	**17.19**	**19.82**	**(3.56)**	**NO**	**0.00**	**19.82**	**(3.56)**	**NO**
57	Santa Rosa	22.03	20.34	18.55	17.18	(4.85)	YES	(0.10)	17.08	(4.95)	YES
58	Sarasota	21.24	18.93	17.06	16.71	(4.53)	YES	0.00	16.71	(4.53)	YES
59	Seminole	20.56	18.43	17.17	17.40	(3.16)	YES	0.00	17.40	(3.16)	YES
60	Sumter	19.72	17.97	17.43	16.98	(2.74)	YES	(0.33)	16.65	(3.07)	YES
61	***Suwannee***	**15.68**	**17.95**	**17.95**	**18.03**	**2.35**	**NO**	**(1.27)**	**16.76**	**1.08**	**YES**
62	Taylor	17.36	17.68	17.40	16.25	(1.11)	YES	0.00	16.25	(1.11)	YES
63	Union	21.72	15.18	18.02	16.91	(4.81)	YES	0.00	16.91	(4.81)	YES
64	Volusia	21.49	20.61	17.51	16.77	(4.72)	YES	(0.40)	16.37	(5.12)	YES
65	Wakulla	21.48	19.03	18.31	17.52	(3.96)	YES	(0.35)	17.17	(4.31)	YES
66	***Walton***	**19.41**	**17.91**	**18.35**	**18.72**	**(0.69)**	**NO**	**(1.19)**	**17.53**	**(1.88)**	**YES**
67	Washington	20.55	17.03	18.15	17.65	(2.90)	YES	(1.02)	16.63	(3.92)	YES
	State	23.07	20.54	18.98	18.16	(4.91)	59				61

FLORIDA DEPARTMENT OF EDUCATION
DISTRICT CLASS SIZE AVERAGES
2006 COMPLIANCE CALCULATION

ATTACHMENT I

		Grades 4-8									
								Unexpected FTE Growth Adjustment Applied			
	District	Base 2003	2004	2005	2006	Change from Base	Complied Before Adjustment	Adjustment to 2006 Class Size	Revised 2006 Class Size	Change from Base	Complied After Adjustment
		-11-	-12-	-13-	-14-	-15-	-16-	-17-	-18-	-19-	-20-
1	Alachua	21.52	20.40	18.80	18.53	(2.99)	YES	(0.35)	18.18	(3.34)	YES
2	Baker	23.00	21.77	20.20	20.03	(2.97)	YES	0.00	20.03	(2.97)	YES
3	Bay	20.17	21.06	19.40	18.43	(1.74)	YES	(0.00)	18.43	(1.74)	YES
4	Bradford	22.06	19.80	19.46	18.14	(3.92)	YES	(0.38)	17.76	(4.30)	YES
5	Brevard	22.93	20.89	20.23	20.58	(2.35)	YES	0.00	20.58	(2.35)	YES
6	Broward	27.16	23.68	21.77	20.95	(6.21)	YES	0.00	20.95	(6.21)	YES
7	Calhoun	19.29	18.15	17.91	17.14	(2.15)	YES	0.00	17.14	(2.15)	YES
8	Charlotte	22.60	21.78	21.06	21.89	(0.71)	YES	(0.13)	21.76	(0.84)	YES
9	Citrus	22.38	19.55	18.83	19.86	(2.52)	YES	0.00	19.86	(2.52)	YES
10	Clay	26.70	20.34	19.78	19.25	(7.45)	YES	(0.66)	18.59	(8.11)	YES
11	Collier	23.80	22.10	20.92	19.95	(3.85)	YES	0.00	19.95	(3.85)	YES
12	Columbia	23.71	20.05	18.96	19.00	(4.71)	YES	(0.39)	18.61	(5.10)	YES
13	Miami-Dade	29.42	27.25	24.96	22.74	(6.68)	YES	0.00	22.74	(6.68)	YES
14	DeSoto	20.16	21.94	21.35	19.50	(0.66)	YES	0.00	19.50	(0.66)	YES
15	Dixie	18.78	16.55	16.92	16.90	(1.88)	YES	(0.58)	16.32	(2.46)	YES
16	Duval	22.35	21.40	19.43	19.52	(2.83)	YES	0.00	19.52	(2.83)	YES
17	Escambia	22.63	22.33	20.70	19.89	(2.74)	YES	0.00	19.89	(2.74)	YES
18	Flagler	21.47	24.10	21.82	20.03	(1.44)	YES	0.00	20.03	(1.44)	YES
19	Franklin	18.60	21.50	21.97	20.14	1.54	YES	0.00	20.14	1.54	YES
20	Gadsden	23.45	19.62	18.46	18.06	(5.39)	YES	(0.42)	17.64	(5.81)	YES
21	Gilchrist	21.27	19.74	20.04	19.45	(1.82)	YES	(0.34)	19.11	(2.16)	YES
22	Glades	30.57	24.64	20.19	17.16	(13.41)	YES	0.00	17.16	(13.41)	YES
23	Gulf	20.81	21.15	19.19	19.42	(1.39)	YES	(1.63)	17.79	(3.02)	YES
24	Hamilton	18.24	20.86	20.80	18.85	0.61	YES	0.00	18.85	0.61	YES
25	Hardee	21.23	20.67	19.85	18.83	(2.40)	YES	0.00	18.83	(2.40)	YES
26	Hendry	22.55	21.17	21.12	20.58	(1.97)	YES	(0.00)	20.58	(1.97)	YES
27	Hernando	25.96	23.80	21.83	20.16	(5.80)	YES	0.00	20.16	(5.80)	YES
28	Highlands	22.50	19.52	19.56	18.75	(3.75)	YES	(0.37)	18.38	(4.12)	YES
29	Hillsborough	21.68	20.64	19.91	19.73	(1.95)	YES	0.00	19.73	(1.95)	YES
30	Holmes	20.59	21.21	19.99	19.27	(1.32)	YES	(1.11)	18.16	(2.43)	YES
31	Indian River	25.18	23.03	21.22	21.09	(4.09)	YES	(0.20)	20.89	(4.29)	YES
32	Jackson	20.64	20.01	20.77	20.45	(0.19)	YES	(0.48)	19.97	(0.67)	YES
33	Jefferson	21.75	19.43	18.79	17.74	(4.01)	YES	0.00	17.74	(4.01)	YES
34	Lafayette	22.93	19.04	19.73	19.71	(3.22)	YES	0.00	19.71	(3.22)	YES
35	Lake	22.96	22.00	19.85	19.42	(3.54)	YES	0.00	19.42	(3.54)	YES
36	Lee	23.97	21.91	21.97	20.14	(3.83)	YES	0.00	20.14	(3.83)	YES
37	Leon	22.05	20.84	20.70	19.89	(2.16)	YES	0.00	19.89	(2.16)	YES
38	Levy	20.59	19.51	19.23	19.14	(1.45)	YES	(0.14)	19.00	(1.59)	YES
39	Liberty	19.94	21.31	20.75	18.02	(1.92)	YES	(0.00)	18.02	(1.92)	YES
40	Madison	21.65	20.73	19.63	19.12	(2.53)	YES	(0.09)	19.03	(2.62)	YES
41	Manatee	24.06	21.96	21.98	21.61	(2.45)	YES	0.00	21.61	(2.45)	YES
42	Marion	20.15	19.00	19.37	19.14	(1.01)	YES	(0.07)	19.07	(1.08)	YES
43	Martin	22.34	21.26	20.05	19.40	(2.94)	YES	0.00	19.40	(2.94)	YES
44	Monroe	20.60	20.76	20.28	20.36	(0.24)	YES	0.00	20.36	(0.24)	YES
45	Nassau	23.47	21.89	21.36	19.87	(3.60)	YES	0.00	19.87	(3.60)	YES
46	Okaloosa	22.70	22.22	20.80	20.14	(2.56)	YES	0.00	20.14	(2.56)	YES
47	Okeechobee	24.74	22.09	20.53	20.28	(4.46)	YES	0.00	20.28	(4.46)	YES
48	Orange	21.59	21.25	20.97	20.02	(1.57)	YES	0.00	20.02	(1.57)	YES
49	Osceola	25.56	21.68	21.18	20.94	(4.62)	YES	0.00	20.94	(4.62)	YES
50	Palm Beach	25.25	23.44	21.92	20.83	(4.42)	YES	0.00	20.83	(4.42)	YES
51	Pasco	24.74	22.15	19.62	18.24	(6.50)	YES	0.00	18.24	(6.50)	YES
52	Pinellas	22.90	21.70	21.82	21.69	(1.21)	YES	0.00	21.69	(1.21)	YES
53	Polk	21.50	20.62	19.77	19.84	(1.66)	YES	(0.36)	19.48	(2.02)	YES
54	Putnam	19.32	18.81	19.60	19.68	0.36	YES	(0.01)	19.67	0.35	YES
55	St. Johns	23.96	20.76	24.55	19.51	(4.45)	YES	0.00	19.51	(4.45)	YES
56	St. Lucie	26.79	24.78	22.15	21.76	(5.03)	YES	0.00	21.76	(5.03)	YES
57	Santa Rosa	24.89	22.78	21.82	20.51	(4.38)	YES	0.00	20.51	(4.38)	YES
58	Sarasota	23.10	21.73	20.47	19.53	(3.57)	YES	0.00	19.53	(3.57)	YES
59	Seminole	22.53	20.37	20.29	19.83	(2.70)	YES	0.00	19.83	(2.70)	YES
60	Sumter	21.86	21.01	19.89	20.31	(1.55)	YES	0.00	20.31	(1.55)	YES
61	Suwannee	25.28	21.87	23.11	21.61	(3.67)	YES	(1.00)	20.61	(4.67)	YES
62	Taylor	20.20	20.47	20.56	19.14	(1.06)	YES	0.00	19.14	(1.06)	YES
63	Union	21.88	20.96	21.41	21.39	(0.49)	YES	(1.16)	20.23	(1.65)	YES
64	Volusia	21.06	20.95	20.83	19.79	(1.27)	YES	0.00	19.79	(1.27)	YES
65	Wakulla	23.13	20.83	20.22	19.96	(3.17)	YES	(0.39)	19.57	(3.56)	YES
66	Walton	20.62	21.82	23.87	20.84	0.22	YES	(0.56)	20.28	(0.34)	YES
67	Washington	24.92	21.19	21.57	20.99	(3.93)	YES	(0.36)	20.63	(4.29)	YES
	State	24.16	22.43	21.32	20.48	(3.68)	67				67

FLORIDA DEPARTMENT OF EDUCATION
DISTRICT CLASS SIZE AVERAGES
2006 COMPLIANCE CALCULATION

ATTACHMENT I

	Grades 9-12										Complied in all 3 Grade Groups	
							Unexpected FTE Growth Adjustment Applied					
District	Base 2003	2004	2005	2006	Change from Base	Complied Before Adjustment	Adjustment to 2006 Class Size	Revised 2006 Class Size	Change from Base	Complied After Adjustment	Before Adjustment Applied	After Adjustment Applied
	-21-	-22-	-23-	-24-	-25-	-26-	-27-	-28-	-29-	-30-	-31-	-32-
1 Alachua	22.91	22.92	21.90	21.79	(1.12)	YES	0.00	21.79	(1.12)	YES	YES	YES
2 Baker	20.37	21.16	20.89	20.67	0.30	YES	0.00	20.67	0.30	YES	YES	YES
3 Bay	22.59	23.59	22.39	21.62	(0.97)	YES	(0.53)	21.09	(1.50)	YES	YES	YES
4 Bradford	20.81	20.39	20.50	20.89	0.08	YES	0.00	20.89	0.08	YES	YES	YES
5 Brevard	24.58	24.05	23.67	23.21	(1.37)	YES	(0.03)	23.18	(1.40)	YES	YES	YES
6 Broward	28.23	25.96	24.82	24.29	(3.94)	YES	0.00	24.29	(3.94)	YES	YES	YES
7 Calhoun	15.54	17.85	17.04	16.52	0.98	YES	0.00	16.52	0.98	YES	YES	YES
8 Charlotte	22.70	24.18	22.48	22.20	(0.50)	YES	0.00	22.20	(0.50)	YES	**NO**	**NO**
9 Citrus	19.93	20.10	20.52	20.60	0.67	YES	0.00	20.60	0.67	YES	YES	YES
10 Clay	21.76	22.58	21.54	20.85	(0.91)	YES	0.00	20.85	(0.91)	YES	YES	YES
11 Collier	23.72	24.49	24.26	23.46	(0.26)	YES	0.00	23.46	(0.26)	YES	YES	YES
12 Columbia	21.96	22.29	22.02	21.06	(0.90)	YES	(0.24)	20.82	(1.14)	YES	YES	YES
13 Miami-Dade	26.04	25.88	24.96	24.48	(1.56)	YES	0.00	24.48	(1.56)	YES	YES	YES
14 DeSoto	23.94	22.55	23.75	21.59	(2.35)	YES	0.00	21.59	(2.35)	YES	YES	YES
15 Dixie	20.28	20.56	19.61	18.80	(1.48)	YES	(0.34)	18.46	(1.82)	YES	YES	YES
16 Duval	23.62	22.46	21.81	22.81	(0.81)	YES	0.00	22.81	(0.81)	YES	YES	YES
17 Escambia	24.06	24.45	23.58	22.39	(1.67)	YES	0.00	22.39	(1.67)	YES	YES	YES
18 Flagler	22.50	23.06	25.46	23.05	0.55	YES	(0.05)	23.00	0.50	YES	YES	YES
19 Franklin	17.62	20.18	17.56	17.50	(0.12)	YES	(0.15)	17.35	(0.27)	YES	**NO**	**NO**
20 Gadsden	20.46	19.04	19.51	19.65	(0.81)	YES	(1.88)	17.77	(2.69)	YES	YES	YES
21 Gilchrist	17.00	17.89	15.21	17.07	0.07	YES	(0.62)	16.45	(0.55)	YES	YES	YES
22 Glades	15.84	17.71	17.93	18.14	2.30	YES	0.00	18.14	2.30	YES	YES	YES
23 Gulf	19.29	19.17	20.21	17.76	(1.53)	YES	0.00	17.76	(1.53)	YES	**NO**	**NO**
24 Hamilton	20.18	21.25	23.58	21.08	0.90	YES	0.00	21.08	0.90	YES	YES	YES
25 Hardee	25.17	22.79	22.09	19.15	(6.02)	YES	(0.11)	19.04	(6.13)	YES	YES	YES
26 Hendry	23.05	22.11	22.42	21.42	(1.63)	YES	0.00	21.42	(1.63)	YES	YES	YES
27 Hernando	22.63	23.47	22.54	23.37	0.74	YES	0.00	23.37	0.74	YES	YES	YES
28 Highlands	23.74	22.30	22.51	20.03	(3.71)	YES	0.00	20.03	(3.71)	YES	YES	YES
29 Hillsborough	23.77	22.92	23.19	23.54	(0.23)	YES	(0.00)	23.54	(0.23)	YES	YES	YES
30 Holmes	18.05	17.50	17.81	18.42	0.37	YES	0.00	18.42	0.37	YES	YES	YES
31 Indian River	22.29	22.08	22.33	21.70	(0.59)	YES	0.00	21.70	(0.59)	YES	YES	YES
32 Jackson	16.74	18.42	18.96	18.62	1.88	YES	(0.31)	18.31	1.57	YES	YES	YES
33 Jefferson	16.00	17.06	22.57	18.64	2.64	YES	0.00	18.64	2.64	YES	YES	YES
34 Lafayette	17.69	17.45	19.66	23.35	5.66	YES	0.00	23.35	5.66	YES	YES	YES
35 Lake	24.70	25.35	23.31	22.28	(2.42)	YES	0.00	22.28	(2.42)	YES	YES	YES
36 Lee	24.74	24.63	24.69	24.87	0.13	YES	(0.93)	23.94	(0.80)	YES	YES	YES
37 Leon	22.84	22.80	21.97	21.50	(1.34)	YES	0.00	21.50	(1.34)	YES	YES	YES
38 Levy	19.37	20.38	20.72	19.32	(0.05)	YES	0.00	19.32	(0.05)	YES	YES	YES
39 Liberty	19.64	24.29	21.32	20.04	0.40	YES	0.00	20.04	0.40	YES	YES	YES
40 Madison	22.02	20.46	22.66	19.59	(2.43)	YES	0.00	19.59	(2.43)	YES	YES	YES
41 Manatee	25.60	25.29	24.27	21.01	(4.59)	YES	(0.42)	20.59	(5.01)	YES	**NO**	**NO**
42 Marion	18.88	19.48	19.52	20.43	1.55	YES	0.00	20.43	1.55	YES	**NO**	**NO**
43 Martin	24.78	24.89	23.67	23.21	(1.57)	YES	0.00	23.21	(1.57)	YES	YES	YES
44 Monroe	21.92	24.66	21.69	22.28	0.36	YES	(0.06)	22.22	0.30	YES	YES	YES
45 Nassau	23.23	22.39	23.58	22.29	(0.94)	YES	(0.34)	21.95	(1.28)	YES	YES	YES
46 Okaloosa	23.63	24.84	24.05	22.94	(0.69)	YES	0.00	22.94	(0.69)	YES	YES	YES
47 Okeechobee	19.99	21.10	21.72	21.25	1.26	YES	0.00	21.25	1.26	YES	YES	YES
48 Orange	22.98	24.79	25.13	23.54	0.56	YES	0.00	23.54	0.56	YES	YES	YES
49 Osceola	24.31	23.78	24.03	22.60	(1.71)	YES	0.00	22.60	(1.71)	YES	YES	YES
50 Palm Beach	24.51	25.08	24.36	22.99	(1.52)	YES	(0.00)	22.99	(1.52)	YES	YES	YES
51 Pasco	22.05	21.95	21.60	21.37	(0.68)	YES	0.00	21.37	(0.68)	YES	YES	YES
52 Pinellas	24.72	24.75	24.55	22.71	(2.01)	YES	(0.32)	22.39	(2.33)	YES	YES	YES
53 Polk	22.92	23.08	23.55	23.21	0.29	YES	(0.34)	22.87	(0.05)	YES	YES	YES
54 Putnam	19.64	19.63	20.46	20.14	0.50	YES	0.00	20.14	0.50	YES	YES	YES
55 St. Johns	22.04	23.06	36.03	23.65	1.61	YES	0.00	23.65	1.61	YES	YES	YES
56 St. Lucie	23.36	23.68	24.04	22.65	(0.71)	YES	0.00	22.65	(0.71)	YES	**NO**	**NO**
57 Santa Rosa	26.49	24.92	24.93	24.18	(2.31)	YES	0.00	24.18	(2.31)	YES	YES	YES
58 Sarasota	21.93	22.45	21.28	20.95	(0.98)	YES	0.00	20.95	(0.98)	YES	YES	YES
59 Seminole	23.71	23.72	24.03	23.23	(0.48)	YES	(0.00)	23.23	(0.48)	YES	YES	YES
60 Sumter	18.74	20.44	19.13	18.88	0.14	YES	(0.18)	18.70	(0.04)	YES	YES	YES
61 Suwannee	24.61	21.70	22.40	22.55	(2.06)	YES	(0.28)	22.27	(2.34)	YES	**NO**	**YES**
62 Taylor	25.18	22.41	22.10	21.37	(3.81)	YES	0.00	21.37	(3.81)	YES	YES	YES
63 Union	20.72	20.22	17.80	17.76	(2.96)	YES	0.00	17.76	(2.96)	YES	YES	YES
64 Volusia	24.11	23.07	22.79	21.39	(2.72)	YES	0.00	21.39	(2.72)	YES	YES	YES
65 Wakulla	21.55	21.68	20.69	19.34	(2.21)	YES	0.00	19.34	(2.21)	YES	YES	YES
66 Walton	18.26	20.46	23.19	21.31	3.05	YES	(1.53)	19.78	1.52	YES	**NO**	**YES**
67 Washington	18.88	21.42	23.35	18.91	0.03	YES	0.00	18.91	0.03	YES	YES	YES
State	24.10	24.06	23.73	22.96	(1.14)	67				67	59	61

FLORIDA DEPARTMENT OF EDUCATION

2005-06 RECOMMENDED CLASS SIZE REDUCTION TRANSFER

ADJUSTMENTS WERE MADE FOR UNEXPECTED STUDENT GROWTH

GRADES PK-3			
District	Original Transfer Calculation	Adjustment for Unexpected FTE Growth	Transfer Calculation After FTE Adjustment Col 1 - Col 2
	-1-	-2-	-3-
8 Charlotte	81,455	0	81,455
19 Franklin	53,842	(21,281)	32,561
23 Gulf	57,885	0	57,885
41 Manatee	2,372,568	0	2,372,568
42 Marion	512,628	(295,957)	216,671
56 St. Lucie	2,006,062	0	2,006,062
61 Suwannee	5,067	(5,067)	0
66 Walton	133,228	(133,228)	0
TOTAL GRADES PK-3	5,222,735	(455,533)	4,767,202

GRADES 4-8			
District	Original Transfer Calculation	Adjustment for Unexpected FTE Growth	Transfer Calculation After FTE Adjustment Col 1 - Col 2
	-1-	-2-	-3-
TOTAL GRADES 4-8	0	0	0

GRADES 9-12			
District	Original Transfer Calculation	Adjustment for Unexpected FTE Growth	Transfer Calculation After FTE Adjustment Col 1 - Col 2
	-1-	-2-	-3-
TOTAL GRADES 9-12	0	0	0

TOTAL GRADES PK-12	5,222,735	(455,533)	4,767,202

APPENDIX B

Council for Education Policy,
Research and Improvement

IMPACT OF THE CLASS SIZE AMENDMENT ON THE QUALITY OF EDUCATION IN FLORIDA

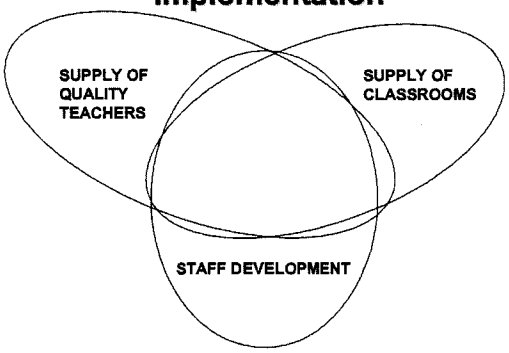
Impact of the Class Size Amendment on the Quality of Education in Florida

November, 2005

Council for Education Policy, Research and Improvement

The Council for Education Policy, Research and Improvement was directed by the 2004 Legislature, to "assess the impact of implementation of the class size reduction amendment on the quality of education in Florida." Class size reduction (CSR) is a resource-intensive educational reform based on increasing the largest categories of public school expenditures: teachers and classrooms. In addition, successful implementation of CSR is dependent on teacher training and professional development in order to make maximize the effectiveness of smaller classes (Figure 1; Scudder, 2001; Buckingham, 2003).

Figure 1: Successful Class Size Implementation



In carrying out the charge, the Council focused on the five questions below.

1. Is CSR the best strategy for improving the quality of education?
2. Can Florida sufficiently expand the number of teachers to meet the requirements of the CSR Amendment while maintaining a quality teaching workforce?
3. How does the need to maximize resources to meet the CSR Amendment affect the ability of districts to provide students and parents with the opportunity to choose schools and to take low demand courses?
4. How are teacher training and staff development related to CSR implementation?
5. What obstacles need to be overcome in order to meet the requirements of CSR?

The report is based on a review of the national literature on class size reduction, an analysis of Florida data, and interviews with personnel from six school districts to determine their initial experiences in implementing the class size amendment. Included in the interviews were urban and rural districts, north, central, and south Florida districts and districts with varying need to recruit additional teachers in order to meet CSR requirements. A related CEPRI study, *In-service Education: The Challenge of Determining Cost and Effectiveness* (November, 2005), provides additional detail on teacher training issues.

This analysis reached the conclusions discussed below.:

1. CSR does not represent the best strategy for improving education in Florida. The benefits of CSR for all grades have not been established by empirical evidence and there are significant reasons to expect negative consequences.
2. It will be very difficult for Florida to expand the teaching workforce with quality teachers. Florida's CSR initiative is the most stringent in the country and will place extraordinary demands on the supply of teachers in a state that is already facing one of the most severe teacher shortages in the country. California's initiative approaches Florida's in its rigor, although limited to grades K-3. That

CSR initiative (California) has been associated with a persistent deterioration in the quality of the teaching workforce which became concentrated in high poverty, high minority schools.

3. Some districts are already limiting school choice and reducing access to low demand classes in order to meet 2005 requirements.
4. Improved staff development will be needed in order to realize those benefits that can be gained from CSR and will be even more important as a strategy to reduce turnover and the anticipated deterioration in the quality of Florida's teaching workforce.
5. There are a number of unique circumstances that together combine to make Florida's implementation of CSR much more difficult than those undertaken by other states. At the same time, Florida's unique circumstances have the potential to create a negative impact on the quality of the teaching workforce that exceeds the impact experienced in previous class size reduction initiatives. These circumstances include the facts noted below.

   - Before the CSR Amendment was adopted, Florida was already experiencing the worst teacher shortages in the country.
   - Florida's CSR requirements are being implemented at a time when No Child Left Behind has resulted in a nationwide competition for fully qualified teachers.
   - The implementation of Florida's CSR requirements has coincided with a substantial increase in construction costs that has hampered the ability of school districts to build enough new classrooms to meet CSR requirements and has limited the ability of many districts to recruit teachers because of the lack of affordable housing.

Background

In November 2002, Florida voters approved a constitutional amendment that limits the number of students allowed in Florida's public school classes. To achieve this goal, the amendment requires a reduction of the average number of students by at least two students per year beginning in 2003-04 until the maximum limits are met. CSR limits do not apply to extracurricular classes.

In 2003, the Florida Legislature enacted Senate Bill 30A, which implements the provisions of the CSR amendment and defines the progress districts must make towards compliance. The implementing bill provided definitions for "core-curricula" and "extracurricular courses." "Core-curricula courses" are defined as mathematics, language arts/reading, science, social studies, foreign language, English for Speakers of Other Languages, exceptional student education, and courses taught in traditional self-contained elementary school classrooms. "Extracurricular courses" are all other courses. The CSR maximums for core-curricula courses are displayed in Figure 2. Under the provisions of Section 1003.03, *Florida Statutes*, school districts over the CSR limits must reduce their class sizes by at least two students per year until 2010-11 according to the schedule and measures indicated in Figure 3.

Figure 2: Maximums Under Florida's CSR Constitutional Amendment

Grade Levels	Maximum Number of Students
PreK-Grade 3	18
Grades 4-8	22
Grades 9-12	25

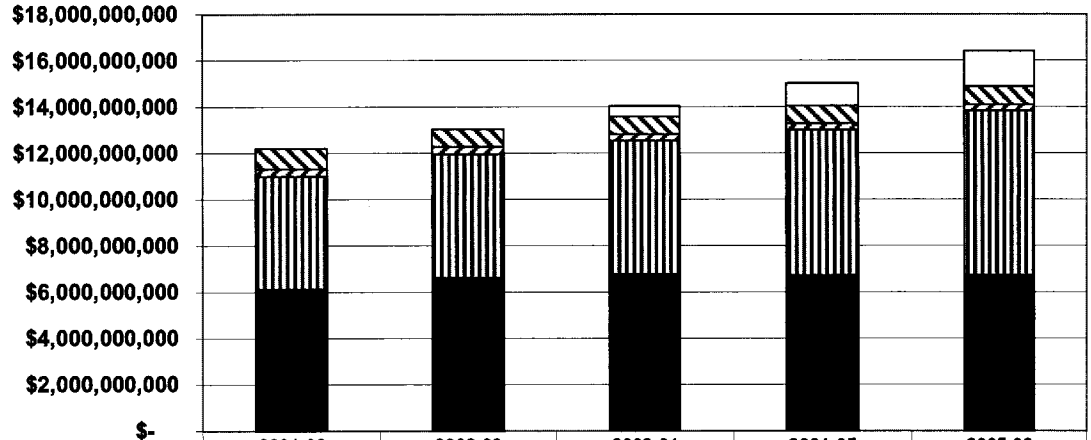
In 2004-05, 11 school districts were not in compliance with the required **district** class size averages. Had **school** averages been utilized, the Department of Education reports that 64 districts would not have been in compliance in 2004-05. School averages will be used to define compliance in 2006-07.

Figure 3: Schedule for Implementing Florida's CSR Constitutional Amendment

Time Frame	Measure
2003-04 to 2005-06	**District-level average** class size for PK-3; 4-8; and 9-12
2006-07 to 2007-08	**School-level average** class size for each of the three grade groupings
2008-09 to 2009-10	**Classroom-level maximum** class sizes

The Florida Constitution requires that the state provide funds to pay the cost of the CSR Amendment. These costs are primarily related to increasing the number of teachers and the number of classrooms. CSR funds, both operating and capital outlay, are allocated equitably by formula among all the districts based on a special class size formula for operating funds and an established operating and capital outlay formula. Although "penalties" may be assessed if a district is out of compliance (*See Compliance with CSR, infra*), the formulas provide funding to all school districts, regardless of whether they already meet the class size requirements. A school district in compliance may use these funds for any purpose.

Figure 4: State Operating Funding for Public Schools by Category, 2001-02 to 2005-06



	2001-02	2002-03	2003-04	2004-05	2005-06
Class Size Reduction Allocation	$-	$-	$468,198,634	$972,191,216	$1,528,398,093
Other Categorical	$890,594,300	$765,255,021	$760,280,010	$777,030,707	$785,223,416
District Discretionary Lottery/School Recognition Funds	$308,750,000	$306,925,000	$263,449,842	$263,449,842	$263,449,842
Total Local Funding	$4,882,671,612	$5,338,377,065	$5,776,691,992	$6,284,966,079	$7,108,205,988
State FEFP	$6,127,927,555	$6,623,628,645	$6,768,481,360	$6,727,067,411	$6,723,517,106

Budget Year

Sources: Final calculations of the FEFP (2001-02 to 2003-04), fourth calcualtion of theFEFP for 2004-05, and the Conference Report for 2005-06

Figure 4 presents the increases in public school operating funds for the past five years since 2001-02. The white blocks on the graph represent the portion of operating appropriations devoted to CSR. (Operating funds do not include funds provided for building construction). CSR operating funds have increased from $468 million in 2003-04 to $1.5 billion in 2005-06.

The CSR Amendment also has created an unexpected need for additional facilities and classrooms in

excess of projections. To help meet new facilities demands, the Legislature has appropriated $787 million for CSR-related capital outlay expenditures throughout the state. The largest amount of capital outlay funds ($600 million) was provided to the districts in the first year of CSR implementation in an effort to meet the future need for additional classrooms.

Beginning in 2006-07, school districts not in compliance with the CSR Amendment in the previous year will be required to implement one of the following policies:

- year-round schools;
- double sessions;
- rezoning; or
- maximizing use of instructional staff by changing required teacher loads and scheduling of planning periods, deploying school district employees who have professional certification to the classroom, using adjunct educators, operating school beyond the normal operating hours to provide classes in the evening, or operating more than one session during the day.

Compliance with CSR

While the constitution makes clear that the state and not the districts are responsible for paying for the costs of implementing CSR initiatives, each district is responsible for determining how it will meet the class size requirement. School districts are provided with various implementation options by statute (Section 1003.03(3), *Florida Statutes*) to comply with the amendment. Districts may take the actions noted below.

- Adopt policies to encourage qualified students to take dual enrollment courses.
- Adopt policies to encourage students to take courses from the Florida Virtual School.
- Repeal district school board policies that require students to have more than 24 credits to graduate from high school.
- Maximize use of instructional staff, such as changing required teaching loads and scheduling of planning periods, using adjunct educators, using district employees who have professional certification,
- Use innovative methods to reduce school construction costs by using prototype school designs.
- Use joint-use facilities through partnerships with community colleges, state universities, and private colleges and universities.
- Adopt alternative methods of class scheduling, such as block scheduling.
- Redraw school attendance zones to maximize facilities while minimizing transportation.
- Operate school beyond normal operating hours.
- Use year-round schools or other nontraditional calendars.
- Review and consider amending any collective bargaining contracts that hinder the implementation of CSR.
- Use any other approach not prohibited by law.

If the Department of Education determines for any year that a school district is not in compliance with the Class Size Amendment, an amount of that district's CSR operating allocation (proportionate to the amount of CSR not accomplished) is transferred to an approved capital outlay appropriation in the affected district (Section 1003.03(4)(a), *Florida Statutes*). In 2003-04, approximately $1.5 million of the $468 million operating allocation was transferred to capital outlay budgets statewide. In 2004-05, $9.2 million was transferred to capital outlay because of district non-compliance with the CSR Amendment. If school averages had been used in lieu of district averages to measure compliance with the amendment

in 2004-05, the Department of Education estimates that about $157 million of the $972 million allocated to operating expenses would have been transferred to capital outlay.

Is Class Size Reduction an Effective Strategy for Improving the Quality of Education?

Florida is one of 17 states that have mandated some type of CSR initiative over the last two decades. Several other states have implemented voluntary class size programs, or have introduced a combination of both voluntary and mandated CSR programs. By 1999, some early state CSR initiatives led the federal government to fund the Class-Size Reduction Program. The federally mandated program was designed to help school districts hire additional qualified teachers, especially in the early elementary grades. In that year, $1.2 billion was appropriated to states based upon a formula distribution using poverty and enrollment data. Between the years 1999-2001, over $4 billion in federal CSR funds were distributed to the states to be used for hiring and training new teachers. Over that three-year period, Florida received approximately $191 million in federal CSR funds. As part of the reauthorization of the 2001 Elementary and Secondary Education Act of 1965 (ESEA), the CSR program was folded into Title II. While CSR is no longer a separate federal program, class-size reduction initiatives are an allowable use of funds under Title II Part A, the No Child Left Behind Act (NCLB). In 2005, there are mandated or voluntary CSR initiatives in 32 states that are funded from a variety of local, state and federal dollars. Of these, 29 are state initiatives. The majority of the states have focused their resources on implementing class size requirements for grades K-3 and many are based on district or school wide averages rather than class averages. Florida's CSR Amendment applies to all grades (K-12) and will be implemented at the class size level in 2010.

Literally hundreds of studies have been conducted over the last two decades to determine whether reduced class size affects student learning. Much of the most recent literature has focused on the federal CSR program and experiments in California, North Carolina, Indiana, Tennessee, and Wisconsin. Despite the growing amount of literature on the subject, and the amount of money invested in CSR initiatives nationwide, there is no consensus that a positive correlation exists between reduced class size and improved student performance. Despite the inconsistent results among CSR studies and questions concerning the quality of their research design, there is some indication that young children in grades K through 3 may receive persistent benefits from very small classes (less than the 18 student-to-teacher ratio set by the CSR Amendment). There is also some indication that very small classes may be particularly beneficial for minority students and students attending inner city schools.

CSR and Student Teacher Interaction

In a review of CSR literature and initiatives by Buckingham (2003), the research of the CSR initiatives on the quality of instruction is put into perspective:

'Many (CSR) *studies have methodological problems that make their application in a real world context doubtful.*

- *Many studies have introduced other reforms such as curriculum changes at the same time as class size reduction, making their individual effects impossible to determine.*
- *The large majority of studies have found no significant effects of class size on student achievement. The remainder have shown small benefits, usually only when classes have less than 20 students.*
- *Reducing classes from 25 to 20 would obtain only two minutes more individual instruction per day.*
- *Class size has less effect when teachers are competent.*
- *The single most important influence on student achievement is teacher quality.*

It is far more valuable, both in educational and economic terms, to have good teachers than lots of teachers. The first priority is to ensure that the current and incoming teaching force is as good as it can be, by improving teacher education and in-service training and removing ineffective teachers."

Buckingham also provides a detailed analysis of the impact of CSR on teacher time with individual students.

"The idea that a teacher can devote more time to each student in a smaller class, thereby increasing the amount students learn, is the most intuitively appealing of all these theories. Yet simple calculations show this appeal to be misplaced.

In a six hour school day, approximately five hours are spent in the classroom. If half of this time is spent directly addressing the class, and the other half on individual attention, each child would hypothetically receive six minutes of individual instruction in a class of 25, or 7.5 minutes of individual instruction in a class of 20. That is, ***a class size reduction of this magnitude buys an extra 1.5 minutes per day of teacher's time.*** *If two-thirds of classroom time is spent on individual attention, students get two minutes more in a class of 20 than 25."*

Figure 5 illustrates Buckingham's point. It should be noted that Buckingham's analysis is most appropriate for middle and high school but much less appropriate for primary grades where classes are more interactive.

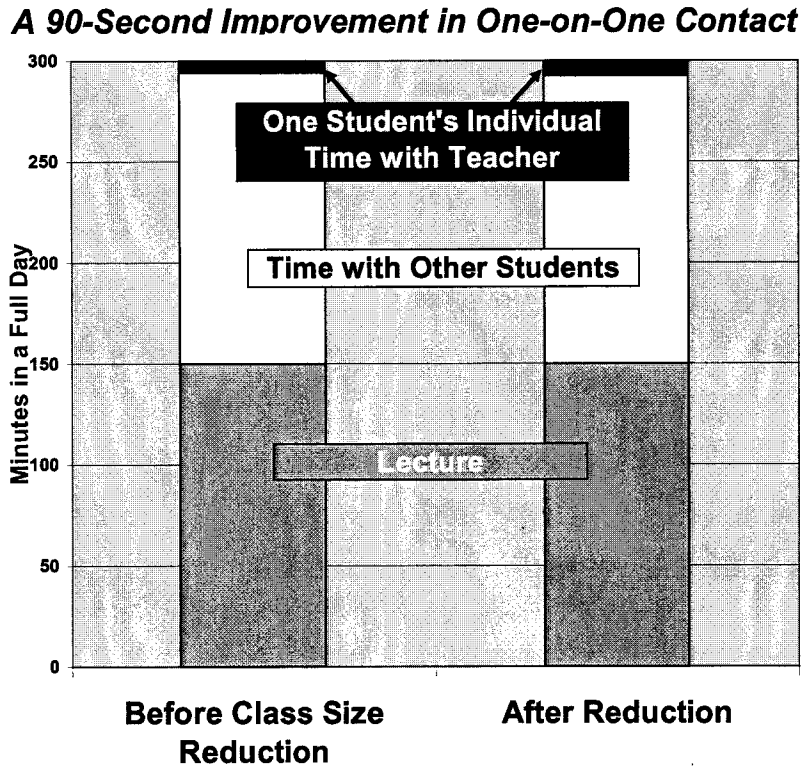


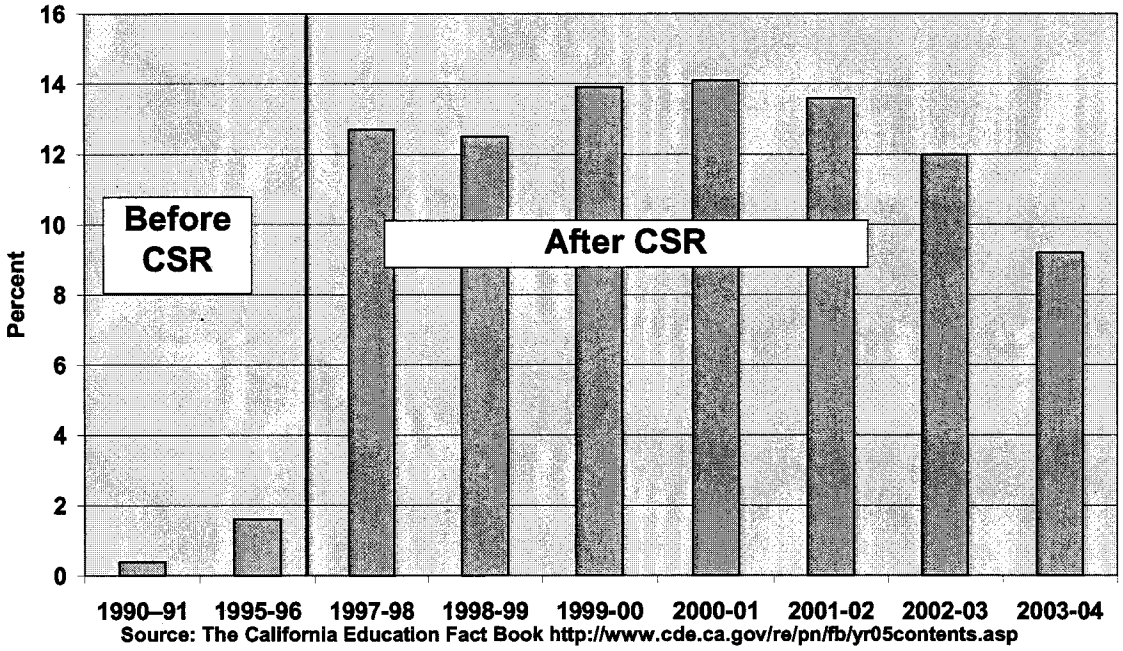
Figure 5: Reducing Class Size Has an Insignificant Impact on a Student's Individual Time with the Teacher

CSR and Quality Teachers

Statewide initiatives have been very different from the much more limited projects often cited as supporting the value of CSR (Reichardt, 2000). Early studies which propelled the class size movement into popularity were also less comprehensive than Florida's CSR amendment. Those studies were

largely composed of pilot programs that did not require the mass hiring of new teachers associated with a statewide initiative (Greene and Foster, 2003). For example, Tennessee's often-cited CSR pilot program reduced class sizes in grades K-3 to a range of 13 to 17 students at 79 elementary schools. In contrast, Tennessee's statewide initiative provides for average K-3 classes of 20 with a maximum of 25 **as long as CSR is fully funded** (Pate-Bain, Fulton, and Boyd-Zaharias; 1999). Probably the most rigorous, statewide CRS effort to date occurred in California (Reichardt, 2000). Implementation of CSR in California, which was limited to grades K-3, **resulted in the percentage of teachers without full credentials increasing from one percent to over twelve percent by 1997** (West Ed *Policy Brief*, 1999; Reichardt, 2000) **and to over fourteen percent by 2000-01** (California Education Fact Book). Figure 6 illustrates a sustained effect of CSR on teacher certification rates.

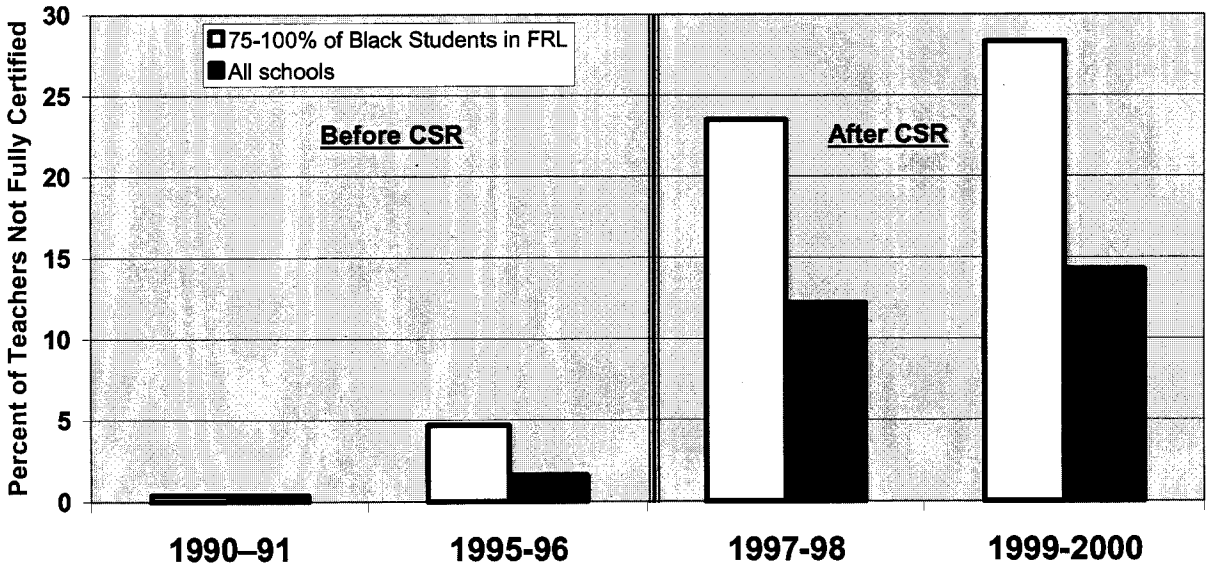
Figure 6: Percentage of California Teachers Not Fully Certified



Source: The California Education Fact Book http://www.cde.ca.gov/re/pn/fb/yr05contents.asp

In California, CSR had a more detrimental impact on teacher certification at schools with more than seventy-five percent of black students eligible for the free and reduced lunch program (FRL) than at all other schools. See Figure 7. The relationship between teacher certification and student participation in FRL was similar for Hispanic and Black student populations. Schools with high concentrations of FRL eligible Asian and White student populations were much less affected. In all cases, the most disadvantaged schools experienced the highest incidence of teachers who were not fully certified, regardless of racial mix. It appears that the labor shortage created by large-scale CSR initiatives in turn creates opportunities for well qualified teachers to move to the most desirable schools. In California, disadvantaged schools not only tend to have a smaller proportion of fully qualified teachers, they are also the most likely to not meet the CSR class size targets. A related problem is the reduction in the available number of special education and ESOL teachers and classrooms because these resources were reallocated into K-3 classes in order to implement CSR (Bohrnsteadt and Stetcher, 2002).

Figure 7: In California CSR the Highest Percentage of Teachers Who Were Not Fully Certified Occurred at Disadvantaged Schools

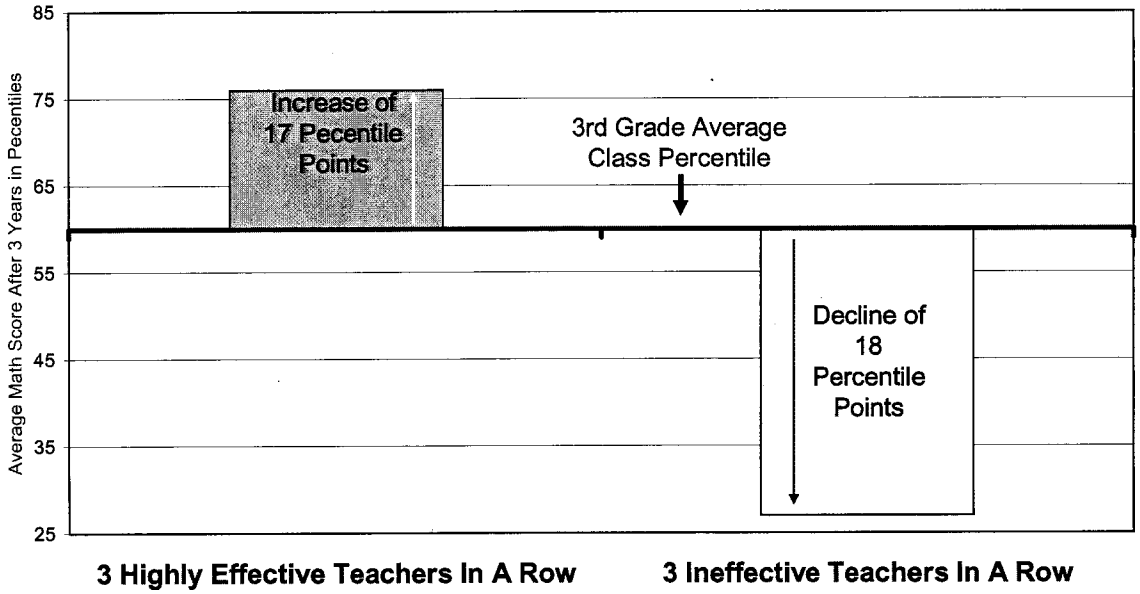


Source: Jepsen, Christopher and Steven Rivkin, Class Size Reduction, Teacher Quality, and Academic Achievement in California Public Elementary Schools, Public Policy Institute of California, 2002.

In *Beyond Smoke and Mirrors, A Critical Look at Smaller Class Sizes,* Thomas Hruz (1998) concurs with Buckingham's point on the value of teacher quality. He presents arguments for and against smaller classes but makes the point that **costs used to achieve smaller classes are better spent on improving teacher skills which are shown to have a greater impact.** Research on the value of effective teachers is un-ambivalent and fully supports this point. For example, several studies have been based on an assessment of teachers' effectiveness based on comparisons of their students' improvement in standardized test results over time compared with similar students taught by other teachers. The researchers also took into account student background factors, such as race and ethnicity, English proficiency, and poverty. Students were then tracked to determine the cumulative effect of successive effective or ineffective teachers on student performance. In a different analysis of the impact of effective teachers, Lazear (1999) conducted an analysis of education production that demonstrated that student misbehavior and effective classroom discipline have a far more powerful effect on student learning and productive teacher time with students than CSR. This suggests that increased emphasis on in-service training to improve teacher's skills in enforcing class discipline could have a more significant impact on student academic improvement than reducing class size. Again, the skill of the teacher is the critical element.

Figure 8 compares results from a Dallas study that compared the math performance of students with three successive effective teachers to the performance of students with three successive ineffective teachers. The average math scores of a group of Dallas third graders who were assigned to highly effective teachers three years in a row rose from third grade scores at the 59th percentile to scores at the 76th percentile by the conclusion of sixth grade. A fairly similar (but slightly higher-achieving) group of students was assigned three consecutive ineffective teachers and fell from the 60th percentile to the 42nd

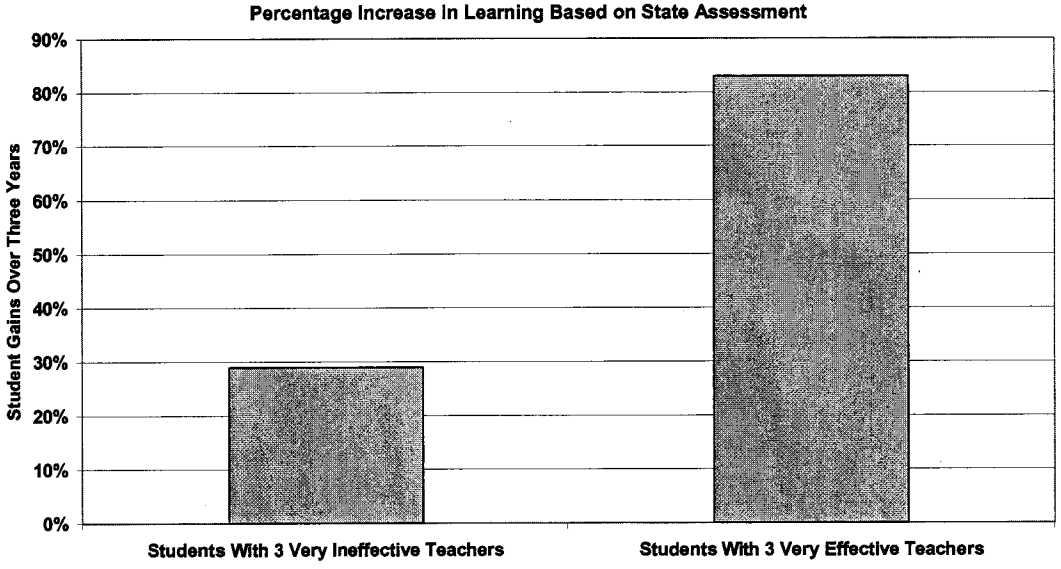
Figure 8: Three Highly Effective Teachers in a Row Improves 5th Grade Math Scores in Dallas



Source: Heather Jordan, Robert Mendro, & Dash Weerasinghe, "Teacher Effects On Longitudinal Student Achievement" 1997.

percentile by the end of sixth grade. The result was a dramatic difference of 34 percentile points between groups of students who started off roughly the same. Figure 9 compares the results of a similar study in Tennessee where student gains in math were almost three times greater for students with effective teachers than for those with ineffective teachers.

Figure 9: Cumulative Effects of Successive Teachers on 5th Grade Math Scores in Tennessee



Source: Sanders, William L. and Rivers, Joan C; "Cumulative and Residual Effects of Teachers on Future Student Academic Achievement," 1996, Figure 1, p.12

Looking at trends involving student performance, econometric evidence, international comparisons, and analysis of state-level data on CSR, Eric Hanushek, Professor of Economics and Public Policy at the University of Rochester, makes a similar point:

> *"Existing evidence indicates that achievement for the typical student will be unaffected by instituting the types of class size reductions that have been recently proposed or undertaken. The most noticeable feature of policies to reduce overall class sizes will be a dramatic increase in the costs of schooling, an increase unaccompanied by achievement gains."*

How Will the Implementation of CSR affect the Quality of Florida's Teaching Workforce?

Other state's initiatives have largely focused CSR on the early grades, have not attempted the small class size of Florida, have provided for exemptions, and have generally placed limits on class averages rather than individual classes. **They have not resulted in the degree of expansion of the teaching workforce that is in the process of being implemented in Florida.** Even among states with statewide K through 12 initiatives, Florida's CSR program is the most stringent in the country, and will require a substantial increase in the number of teachers in the state. Figure 10 compares the CSR initiatives in the other states that currently have CSR requirements that span grades K through 12. All of these states have initiatives that include larger classes and less strict provisions than Florida as shown below.

Figure 10: States with K through 12 CSR Initiatives (Another 24 have primary grade initiatives)

	K to 3	4 to 6	4 to 8	7 to 12	9 to12	Comments
Alabama	18	26		29		A guide based on student/faculty ratio. State can approve waiver
Florida	18		22		25	
Kentucky	24	28		31		School based management councils can exempt, otherwise schools can exceed by 2 without waiver and by 5 with waiver.
New Jersey	21		23	24		Mandated in 440 schools in special needs districts
Tennessee	20	25		30		Average of each range of grades

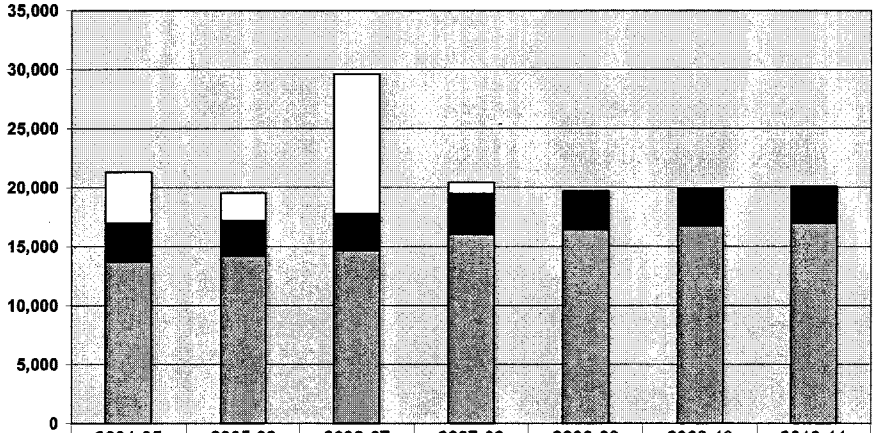
Source: Reduce Class Size Now http://www.reduceclasssizenow.org/

- Provisions in other states are often based on district or school-wide averages. Florida's provisions will be based on individual classrooms by 2010.
- Most states limit CSR requirements to early grades.
- With the exception of a limited number of grade levels in a few states, Florida's mandate provides for the smallest classes.
- Provisions in other states range from guidelines to goals to mandates. Some of the states with mandates include provisions for exceptions under special circumstances. Some states simply provide funding for districts to reduce class size as much as possible. Florida's provisions will be based on individual classrooms when fully implemented.

Impact on the Teacher Shortage

CSR could present problems for all school districts because of its impact on the teacher labor market. Even districts with little need for additional teachers due to CSR and growth have to replace about nine percent of their teaching force every year due to turnover. By comparison, CSR is projected to require a statewide increase of seven percent in the number of teachers in 2006-2007 (the peak year) compared to a statewide increase due to enrollment growth of two percent in 2006-2007. As shown in Figure 11, the demand for new teachers will peak in the year 2006-07 when the CSR Amendment is implemented for the first time at the school (as opposed to district) level.

Figure 11: Most New Teachers Will Need to be Hired in 2006-07



	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11
Class Size	4,324	2,378	11,821	974	171	148	103
Growth	3,297	3,024	3,134	3,451	3,106	3,059	2,972
Turnover	13,692	14,157	14,649	16,011	16,413	16,711	17,003

Source: Florida Department of Education; Projected Number of Teachers Needed Florida Public Schools, November 2004

Because some districts already have small classes in their pubic schools, CSR requirements are not projected to be a major factor in meeting the need for teachers in those areas. However, Florida also faces the challenge of being one of the fastest growing large states in the country. Growth is a significant factor in many counties where the impact of CSR is less severe than most. On the other hand, teacher turnover is the *most significant factor* statewide in the need for new teachers and affects all districts at very similar rates.

In part because of Florida's growth, the state was already experiencing the worst teacher shortages in the country before CSR (as measured by the percentage of schools with vacancies after the beginning of the school year). This is illustrated in Figure 12. Florida also experiences problems with teacher supply

Figure 12: Percentage of Public Schools in 1999-2000 with One or More Teaching Vacancies

	U. S. Avg.	Florida	Fl. Rank
General elementary	91.1	97.6	50
Special education	66.9	86.1	51
English/language arts	58	71	47
Social studies	50.9	60.1	44
Computer science	35	52.8	51
Math	54.6	71.9	51
Biology or life sciences	45.8	61.9	49
Physical sciences	39.9	57.2	50
ESL, ESOL, or bilingual education	38.3	45.4	41
Foreign languages	42.8	48.4	39
All Measures Combined			51

Source: U.S. DOE, National Center for Education Statistics, Schools and Staffing Survey, 1999-2000 "Public School Survey" and "Public Charter School Survey." Most recent survey as of August, 2005.

because the state colleges and universities only provide a small portion of the needed supply of new teachers (Figure 13). One implication is that all districts may be at least *indirectly* affected by the class size amendment because of its statewide effect on teacher shortages. Class size, student growth, and teacher turnover contribute to the need for teachers in those ten districts with the highest staffing needs projected for 2006-07. For Example, Miami-Dade County will be the county with the highest need for new teachers that year due to CSR implementation, while Liberty County's need for new teachers will be most affected by student growth. All of the districts in the Council's survey reported a growing problem with finding certified teachers at the secondary level and with finding reading teachers (due to the state priority placed on this subject). In some cases, districts are dealing with this by paying for in-service training that leads to reading certification.

Figure 13: 2001-02 Comparison of Selected States on Teacher Production vs. Need

State	Total Teachers	Teacher Vacancies	Teacher Candidates Produced	% of Vacancy Needs Met
California	304,598	29,468	18,397	62%
Texas	281,427	45,000	16,601	37%
Georgia	97,562	1,392	3,104	223%
Florida	135,290	22,582 (1/3 increase due to CSR)	5,790 (Only 3,744 will teach in FL public schools)	26% 15% expected to teach in Florida.

Source: DOE Office of Teacher Recruitment

An overview of which counties in Florida will have the greatest (and least) need for new teachers in 2006-07 is further detailed in Figure 14. While South Florida, particularly Miami-Dade and Palm Beach Counties, will be most impacted by the need for new teachers, there will be widespread need to replace or add new teachers throughout the state.

What Will Be the Impact on Teacher Quality in Florida?

Even those counties that are not expected to need the largest numbers of additional teachers may be impacted by the CSR because of the effect on the labor market for teachers. For example Figure 15 illustrates that many districts with a lesser need for additional teachers are already having trouble hiring teachers that are fully certified for the area in which they are teaching.

Selectivity in Hiring

No Child Left Behind requires that by the end of the 2005-06 school year there will be a "highly qualified teacher" in every classroom in the nation. This provision has two implications for Florida that are relevant to discussions of CSR. First, the National Council on Teacher Quality's is now examining states' progress in meeting these new federal requirements (The most recent report is December 2004, *How States are Responding to the Nation's Goal of Placing a Highly Qualified Teacher in Every Classroom*). Each state is assigned a grade based on the measures it has adopted to meet NCLB teacher standards. In another measure of California's continuing problems in maintaining a quality teaching workforce after implementing CSR, California's grade was an "F". Florida also received a grade of "F", prior to any impact from CSR.

The second implication has to do with increased competition for highly qualified teachers. As the teacher labor market becomes more competitive, the problems these districts face in employing highly qualified teachers may become more acute even if they are able to hire enough teachers to meet CSR. Districts contacted in the survey that was conducted as part of this study confirmed that CSR is making an existing problem worse.

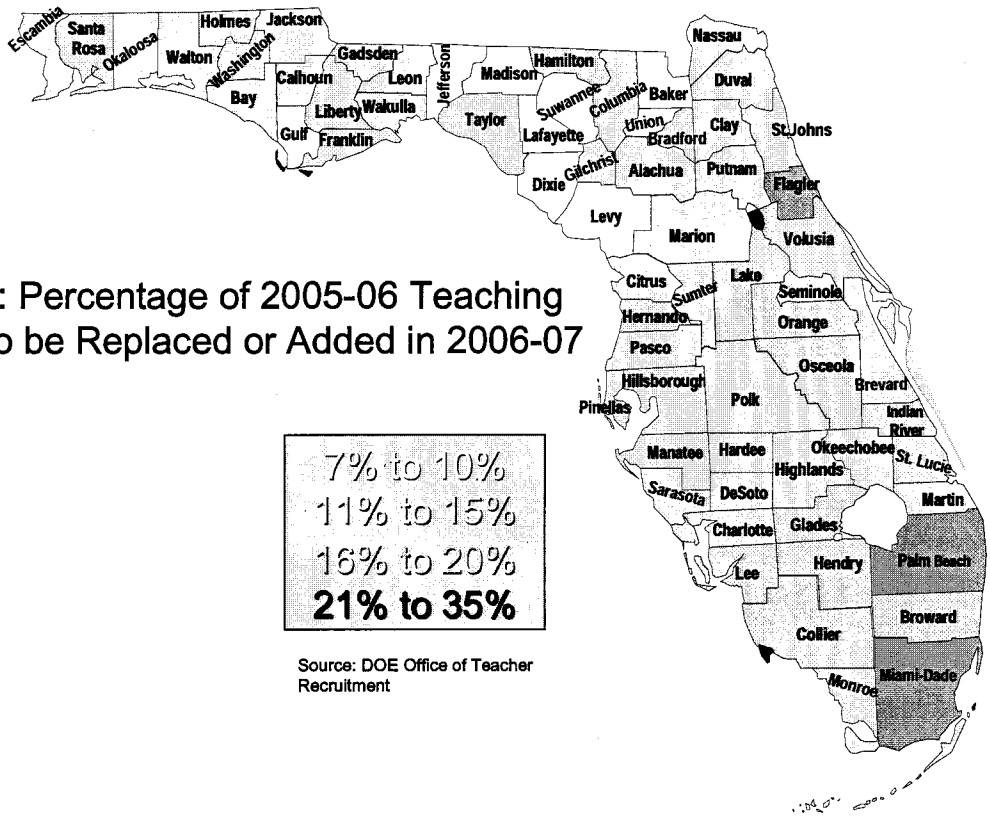


Figure 14: Percentage of 2005-06 Teaching Positions to be Replaced or Added in 2006-07

Source: DOE Office of Teacher Recruitment

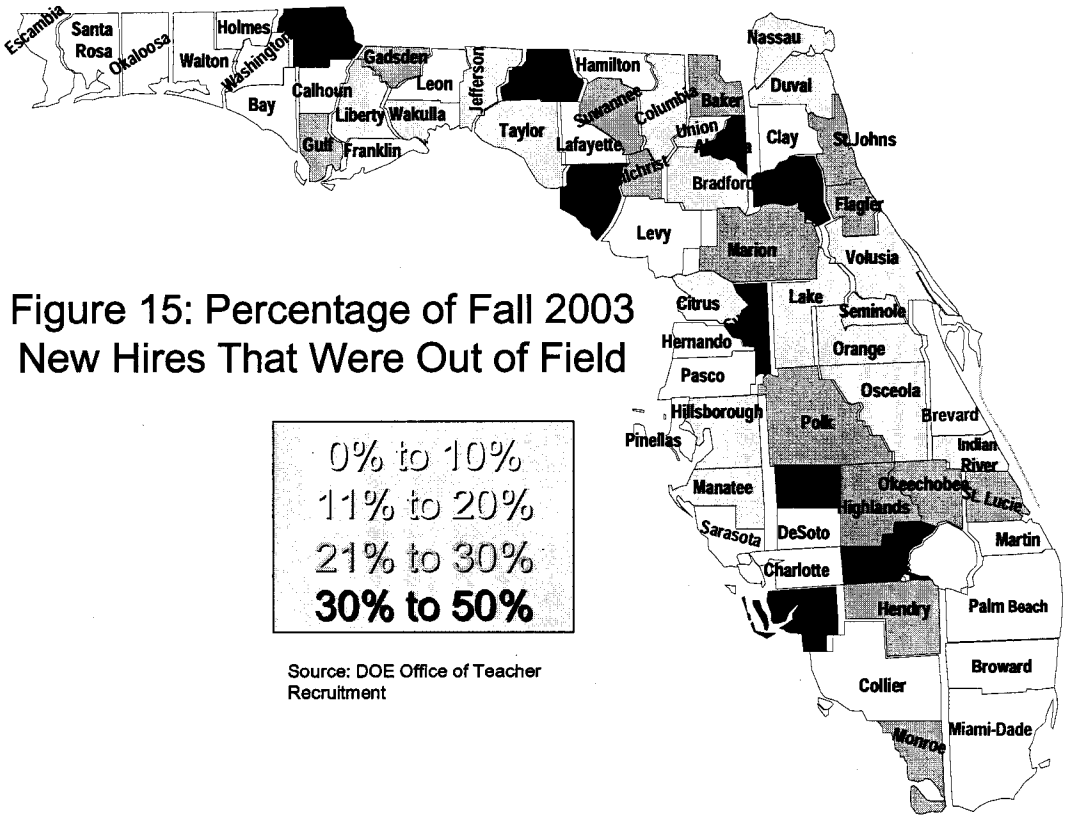


Figure 15: Percentage of Fall 2003 New Hires That Were Out of Field

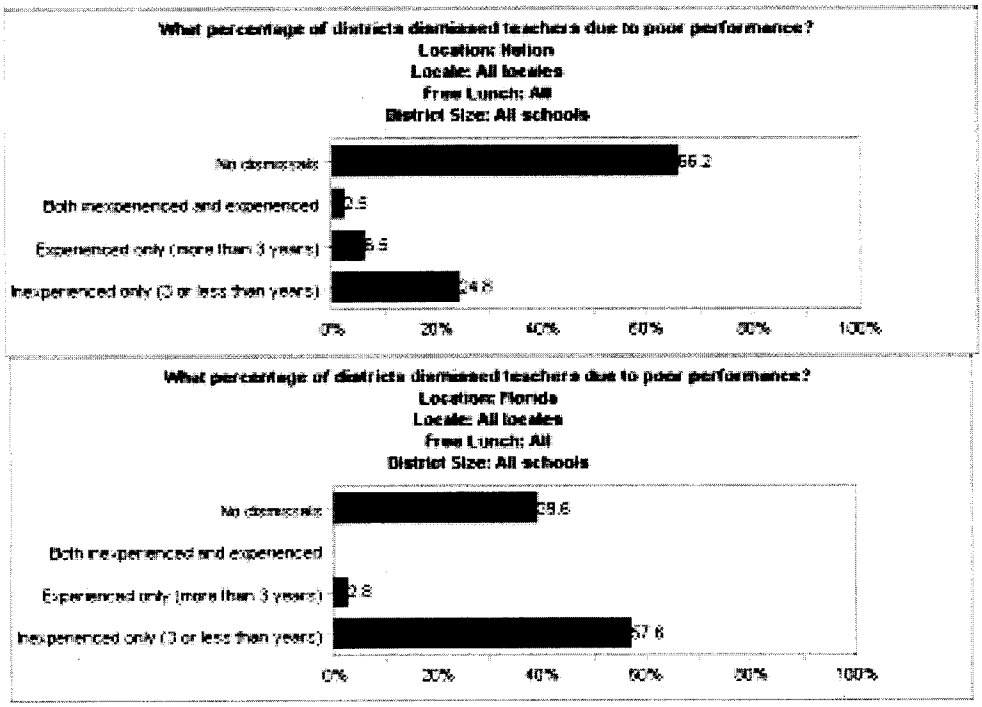
Source: DOE Office of Teacher Recruitment

The increased demand for teachers from CSR also may reduce efforts to improve the quality of the teaching workforce through retention and tenure policies. One of Florida's innovative reforms has been the "97 day rule" (ss. 1012.33(1)(b), *Florida Statutes*) This law provides that:

> *"The first 97 days of an initial contract is a probationary period. During the probationary period, the employee may be dismissed without cause or may resign from the contractual position without breach of contract."*

Data collected by the North Central Regional Educational Laboratory demonstrates the impact of this law on Florida's early dismissal of teachers for poor performance (Figure 16). Dismissals for performance are far more common in Florida than in the nation as a whole and those that are done occur more often within the first three years of a teacher's career. It remains to be seen if districts will continue to use this tool for improving the quality of the teaching workforce when they are faced with financial penalties for failing to meet the CSR requirements.

Figure 16: Florida Districts Dismiss Teachers for Poor Performance More Frequently and Earlier than Elsewhere in U.S.



Source: North Central Regional Educational Laboratory http://www.tqsource.org/randr/data/results.asp?question=3

NCLB also presents another barrier to Florida's implementation of CSR. Florida's CSR requirements are being implemented in an era when NCLB is causing a nation-wide competition for highly qualified teachers.

The negative effects on teacher qualifications associated with CSR in California do not yet appear in statewide Florida data (Figure 17). Until 2003 the percentage of newly hired teachers who were not certified in field was in decline. However, CSR did not begin until 2004-2005 and the 2006-2007 school year is when the teaching workforce will experience the greatest expansion associated with CSR. It also should be noted that before the impact of CSR, Florida was already hiring a high percentage of teachers into fields they are not fully certified to teach.

Figure 17: Number of Florida New Hires Not Certified in the Appropriate Field

1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003
11.1	14.9	12.3	11.3	12.9	13.5	15.6	14.2	16.9	15.8	11.5

Source: New Hires in Florida Public Schools Fall 1993 Through Fall 2003, February 2004, Florida Department of Education

All but one of six districts interviewed as a part of this study reported that they have not yet been forced to hire out of field teachers in order to meet the initial phases of the CSR schedule. One interviewed district had reduced the percentage of new hires that were not appropriately certified from a high of 41% in 2001 down to 10.9% in 2002, but the percentage had grown back to 18% by 2004.

What Will Be the Impact of Class Size Reduction on Student and Parental Choice?

Parental choice has been a mechanism for improving education since the late 1970s, when choice began to be used as a device that could assist the desegregation process. A variation is "controlled choice" which attempts to provide choice while maintaining ethnic and racial integration. Controlled choice plans are designed to do away with neighborhood attendance districts. Often zones are created which include several schools and families are allowed to choose within their zone, provided that admitting students to their school of choice does not upset the racial and ethnic balances (Alves and Willie 1990). Section 1002.31, *Florida Statutes*, provides a statutory framework for public school controlled parental choice programs in Florida.

A component of the Federal No Child Left Behind program provides that beginning in the 2002-2003 school year, Title I schools must offer public school choice if the school is:

- in the first year of school improvement,
- in the second year of school improvement,
- in corrective action, or
- in the planning year for restructuring

Parents must be given the option of at least two schools, which may include charter schools, not identified as needing improvement. Districts must give priority in granting school choice to the lowest achieving students from low-income families. Only schools not targeted for improvement and not designated as dangerous may receive students. If no eligible schools are available, parents must be notified and supplemental services may be offered in lieu of transfer to another school.

School choice provisions appear to be in conflict with CSR because it is more difficult to maximize utilization of classroom space when there is reduced control over the number of students that attend a particular school. One district interviewed in this study reported that before CSR the district would have between 40,000 and 70,000 students attending a school through their open reassignment policy. Currently reassignment is only allowed into schools that are below capacity and participation in this program has declined to about 13,000, less than five percent of the student population. Most districts reported that school choice policies now reflect the minimum necessary to comply with court orders.

A second aspect of choice is the ability of students to supplement the curriculum with academic electives that may attract small numbers of students. The response of the sample districts to this issue has been mixed with some districts reporting elimination of seventh periods (which provides opportunities for electives), advanced placement, foreign language, and fine arts electives. CSR requirements and the state emphasis on reading improvement are often cited as reasons why funds

needed to be redirected. Districts that have avoided an impact on academic electives to date have indicated difficulty in doing so.

What Other Challenges Are Emerging?

Construction Costs and Class Size Reduction

In the past several years, Florida has experienced dramatic increases in construction costs. This rise in costs affects both of the major issues associated with CSR, recruitment of additional classroom teachers and classroom construction.

Teacher Recruitment and Affordable Housing

The supply of classroom teachers is being affected by recent increases in the cost of housing and by the availability of housing after two years of severe hurricanes Figure 18 shows the annual percentage increase in the sales price of single family homes in Florida.

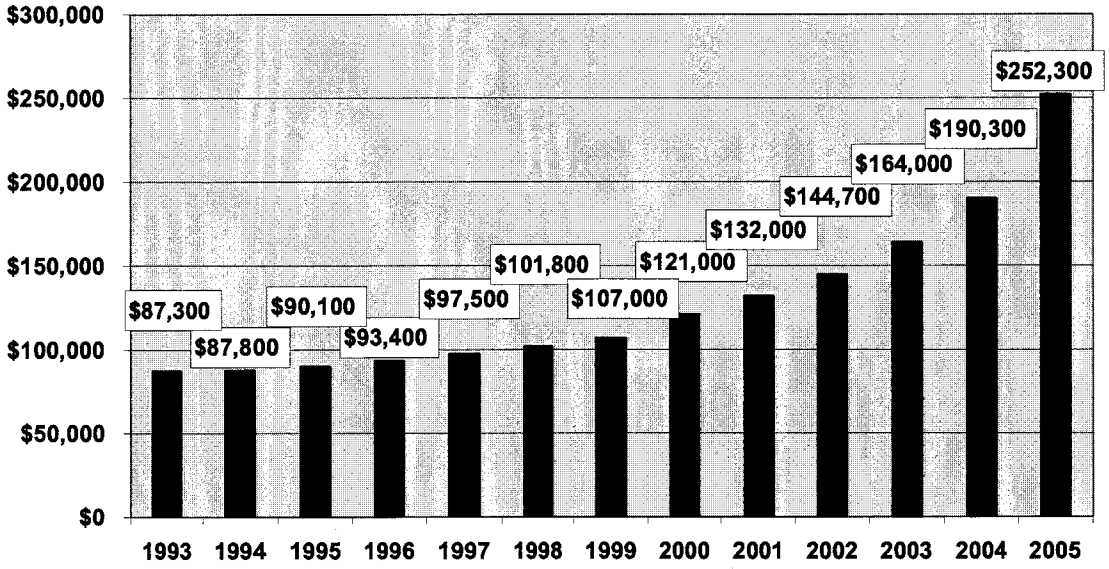
Figure 18: Annual Statewide Percentage Increase in the Sales Price of Single Family Homes

1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
4%	4%	4%	5%	13%	9%	10%	13%	16%	33%

Source: Survey of MLS sales levels from Florida's Realtor boards/associations.

Figure 19 shows that the median sales price of single family homes in Florida has doubled between July 2000 and July 2005 (before the 2005 hurricane season). In many areas the current median cost of single family homes cannot be supported on a beginning teacher's salary and in other areas there is a severe shortage. Most of the districts interviewed as a part of this study reported a serious teacher recruitment problem due to the lack of availability of affordable housing. In some districts, repairs from hurricane

Figure 19: The Median Price of Existing Single Family Homes Sold in Florida Has Doubled in the Last 5 Years



Source: Florida Association of Realtors and the University of Florida Real Estate Center

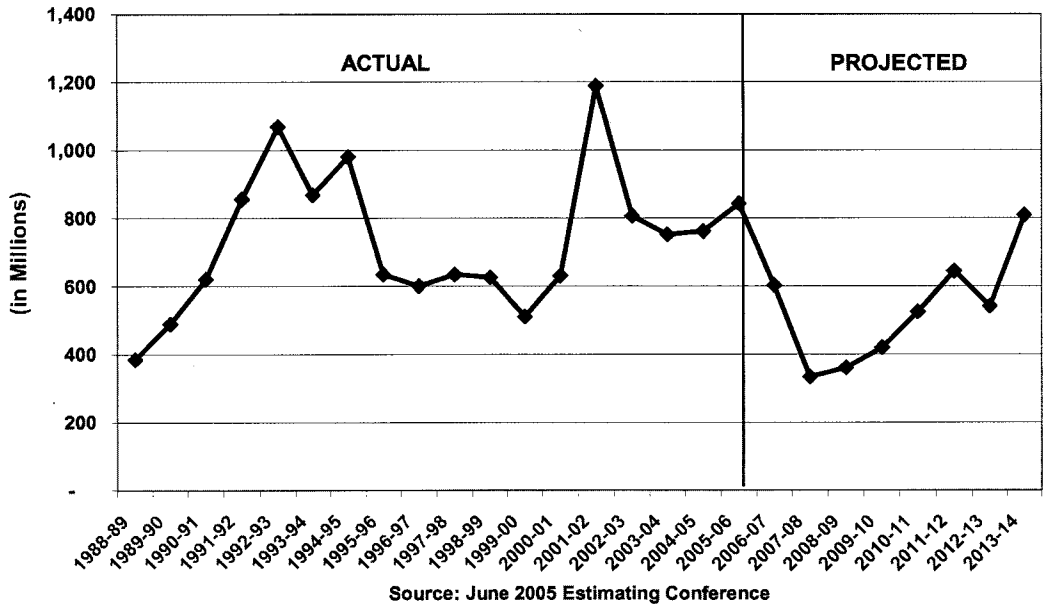
damage have been subject to long delays, further reducing the availability of housing. Additional shortages are being caused in some districts by the conversion of rental apartments into condominiums. Some districts reported a shortage of construction companies as efforts are shifted to reconstruction to other states along the Gulf coast. All the districts that participated in the interviews reported significant cost increases which are causing them to delay new construction projects. The problem of affordable housing is affecting not only teacher recruitment but also the filling of other school district positions.

The results of a survey of all districts to determine the effect of housing costs on teacher recruitment was intended to be included in this study. However response to this survey has been delayed by Hurricane Wilma so the results will be provided in a later, supplemental report.

Classroom Construction

The Department of Education maintains a record of the cost per square foot of public school construction each year. However, the statewide average is affected by the relative proportion of schools completed in a given year by high or low cost districts and by the level and particular characteristics of the schools completed in that year. As a result these data do not provide a clear trend. Nevertheless, it can be assumed that the cost of school construction has risen in a manner similar to the statewide median single family home sales price. A compounding problem is the decline in PECO revenues which, with other state funds, are responsible for 20 to 25 percent of public school construction (Figure 20). The combination of construction cost trends and declining PECO revenues creates a significant problem in the implementation of the CSR Amendment.

Figure 20: Actual and Projected PECO Revenues



Source: June 2005 Estimating Conference

What is the Impact on Other Quality Improvement Initiatives?

The CSR Amendment has already had the effect of reducing access to specialized, low demand courses in some districts and it can be anticipated that this impact will grow as full implementation of the amendment places greater strain on district resources. Districts reported a variety of budget adjustments that have been made in order to implement CSR. These include reductions to technology purchases,

paraprofessional positions, magnet programs, supplemental coaching in math, science and reading, and dropout prevention programs. One district also reported reducing the number of career academies. While one district interviewed incorporated CSR into an existing quality improvement initiative by meeting districtwide class size standards by first reducing class size at schools with large disadvantaged populations, this strategy will become moot as CSR becomes implemented in all schools and affects quality teacher recruitment. If the strain on resources caused by CSR results in widespread reduction of very small classes for targeted populations, it will have the opposite of its intended result.

Some Partial Solutions

If it is not possible to adjust CSR in order to moderate the negative effects, some partial solutions to these problems include:

1. team teaching,
2. reducing teacher turnover, and
3. improvement in inservice training

Team Teaching and Co-Teaching

One strategy that has been implemented by several districts to meet CSR requirements as well as enhance student learning is team teaching. *Co-teaching* is an inclusion strategy that is widely used in classrooms nationwide. Co-teaching is required by the NCLB Act for mainstreaming children with disabilities into regular classrooms. The model for co-teaching includes one basic teacher and one Exceptional Student Education (ESE) teacher who provides services to ESE students only. The model of using two basic teachers in a single classroom who serve all the non-ESE students in the class for the entire period is generally referred to as *team teaching.* This latter strategy has been used for decades in a variety of implementation methods at different class levels. In general, researchers have not yet documented a strong cause-effect relationship between "teaming" and student achievement; but the literature does support the theory that teacher teams are as effective as individual "contained" teacher classrooms on student learning outcomes. According to its proponents, team teaching can be successful if carefully selected teachers are provided with appropriate training, on-going staff development, and strong administrative support. In addition to its potential for enhancing the academic learning environment, team teaching offers the opportunity to offset some of the problems associated with CSR by

- pairing new teachers with more experienced teachers;
- reducing turnover among new teachers;
- pairing teachers who are teaching out of field with teachers who are in field;
- providing for more flexibility and innovation in the classroom; and
- improving learning opportunities for students.

Experience with CSR in Iowa supports the value of team teaching. Iowa legislation created the Class Size/Early Intervention Program to reduce class size for K-3 to 17 students for basic skills instruction. Among the findings, there was no significant difference in student achievement in first grade with 15 students and one teacher and first grade with 30 students and two teachers. This indicates that team teaching can provide the benefits of CSR without the costs of building additional classrooms (Educational Research Service, 2002).

Team Teaching and Co-Teaching in Florida

In Florida, the term *co-teaching* is used by the Department of Education to refer to the use of more than one teacher in both ESE and in regular classrooms. However, according to DOE, school districts

routinely report separate data for co-taught classrooms that include an ESE teacher and co-taught classrooms that include one or more basic (non-ESE) teachers. Based on data submitted by the districts, co-teaching classroom periods in Florida school districts has increased 260 percent from 4,894 to 17,610 in one year. The biggest percentage jump in co-taught classes has been in non-ESE classroom periods.

The substantial increase in non-ESE co-teaching in Florida schools coincides with the CSR mandate to reduce the student-teacher ratio required by the law. Districts, especially those with the largest school populations, have used co-teaching as a means of meeting the class size law without building costly new facilities. Co-teaching, promoted by some educators in and outside of Florida, as an innovative and effective instruction method, had formerly been approved by the department of Education as a means to allow districts time to "get new classrooms up and running"(Winn, 2005).

On June 21, 2005, however, the State Board of Education established a policy that called for an end to co-teaching as "an acceptable approach to meet the requirement of the Class Size Amendment." The board expressed the opinion that the use of co-teaching to meet CSR mandates was not "in the sprit of the law." In a letter to district school superintendents, the Department of Education issued guidelines for adhering to the new policy. Specifically, districts may include co-teaching in the calculation of district average class sizes for the 2005-06 school year, but the percentage of classes taught using the co-teaching strategy may not increase over that calculated for 2004-05. Beginning in 2006-07, co-teaching may not be used in calculating compliance with the school average class size (Champion, 2005). At its June 2005 meeting, the board chairman and staff further reiterated that while co-teaching could not count as two classrooms, districts could use that strategy in regular classrooms as long as they did not use co-teaching as a means of complying with the CSR Amendment.

It is not clear how the new policy will affect those classrooms in which students with disabilities are mainstreamed with their ESE co-teachers. Critics of the board's decision contend that banning the practice increases the cost of CSR and will force districts to add portable or double-session class schedules. Some of the districts in the Council's survey reported they will continue to use team teaching where the situation indicates it is a preferred teaching strategy for maximizing the talents of their teachers.

It appears that team teaching or co-teaching can be an appropriate strategy for delivery of quality education, provided that certain provisions are met as follows.

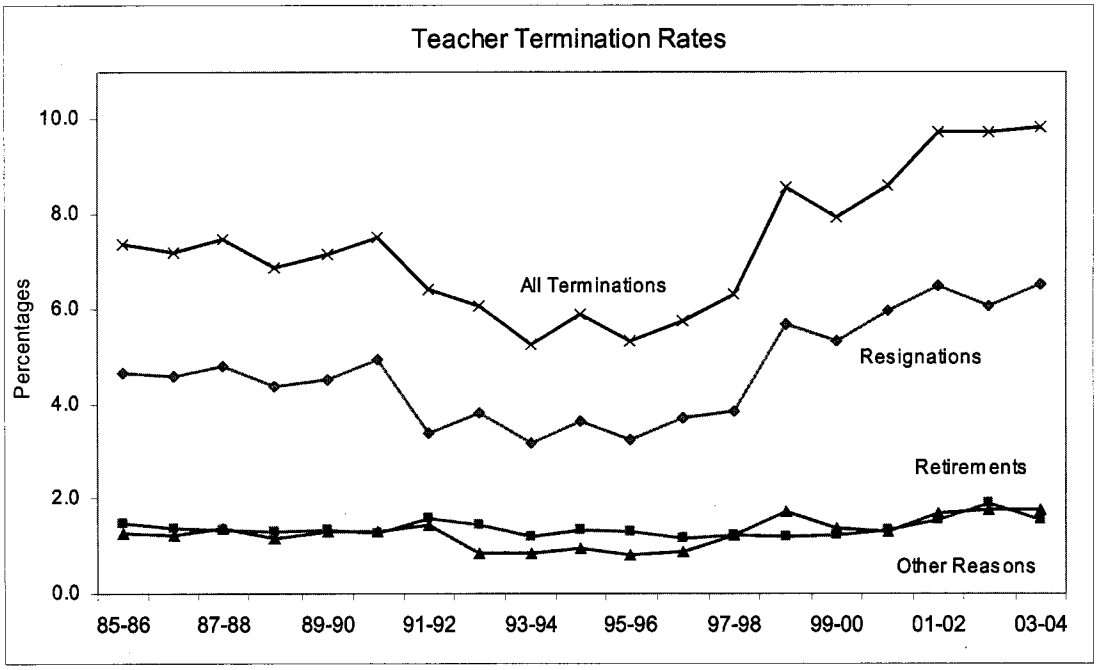
- reasonable limits should be placed on the number of students in a classroom so that classrooms are not overcrowded,
- at least one member of the team should be an experienced teacher,
- at least one member of the team should be fully certified in the subject area, and
- the teachers should be trained in team teaching methods.

Reducing Turnover

Reducing teacher turnover provides another opportunity for improving the teaching workforce. The Alliance for Excellent Education (2004) notes that 14% of all teachers leave by end of first year, 38% leave within three years, almost 50 % leave in five years. They also note that the rate of attrition is roughly fifty percent higher in poor schools than in wealthier ones. Using the most conservative industry model approved by Department of Labor the Alliance estimates the cost of recruiting, hiring and training a new teacher is approximately thirty percent of the existing teacher's salary - a cost that is not recoverable.

Figure 21 displays teacher termination rates by cause over the past 20 years. In Florida, attrition climbed dramatically in the late 1990's and has continued to climb more slowly in recent years. The figure shows that the majority of Florida turnover is due to voluntary separation.

Figure 21: Most Teacher Turnover Is Voluntary



Source: Florida's Comprehensive Plan for Acquiring and Retaining Qualified Effective Teachers (April 2005)

The Alliance for Excellent Education recommends a comprehensive program it refers to as *induction* as a solution to the problem of teacher turnover. Induction includes high-quality mentoring, a common planning time, ongoing professional development, an external network of teachers, and standards-based evaluation. Florida's Department of Education has an extensive plan to address the issue of teacher turnover which is outlined in *Florida's Comprehensive Plan for Acquiring and Retaining Qualified Effective Teachers* (April 2005).

In-Service Training

The importance of in-service training for teachers has emerged as a theme throughout this report. It has been mentioned in the context of:

1. a cost effective alternative to CSR for improving the quality of education;
2. enabling teachers to adopt teaching techniques geared to reduced class size;
3. a tool for increasing productive class time by improving classroom discipline;
4. a method for coping with reduced percentage of teachers who are fully certified in the field they are teaching; and
5. a method to reduce turnover among new teachers.

A related CEPRI report, *In-service Education: The Challenge of Determining Cost and Effectiveness* (November, 2005) notes that despite extensive spending on in-service training, "The state currently does not collect data in a way that allows for an exact accounting of professional development expenditures, but only reports in an aggregate of total spending. This approach fails to assess whether investments are going to

activities and practices that work toward creating a systems approach to professional development that will enhance teacher and student learning." Implementation of an effective evaluation system should allow the potential benefits of teacher in-service training to be realized.

Summary

Research on the benefits of CSR for student achievement is, at best, inconclusive. There is no clear evidence that reducing class size leads to increased academic outcomes for students in all grades. There is some evidence that young children in grades K through 3 may receive persistent benefits from **very small** classes, (less than the 18 student-to-teacher ratio set by the CSR Amendment), particularly for children from disadvantaged backgrounds. In higher grades where there is more emphasis on lectures for delivering instruction, reduced class size does not appear to provide a significant increase in individual interaction between students and teacher.

Unintended Consequences

Even if CSR were an effective strategy for improving K through 12 instruction, experience from the only other similarly rigorous CSR experiment identified in this study predicts offsetting, unanticipated negative consequences noted below which are likely to be experienced in Florida:

1. In California the quality of the workforce of teachers deteriorated as CSR was implemented.
2. Less qualified and less experienced teachers became concentrated in California in disadvantaged schools as competition for teachers increased. The result was to widen the gap in the quality of education between disadvantaged and other schools and worsen the quality at disadvantaged schools in absolute terms.

Further, there are several circumstances that combine to indicate that Florida will probably experience more difficulties in implementing CSR than has been the case in other states.

1. **Florida's CSR Amendment is the most stringent in the country.**
   - Provisions in other states range from guidelines to goals to a few cases of statutory mandates. States with mandates generally provide exemptions under special circumstances. Some states simply provide funding for districts to reduce class size as much as possible. Florida's implementation of CSR is inflexible.
   - Provisions in other states are often based on district or school wide averages. Florida's implementation of CSR is based on individual classrooms.
   - Most states limit CSR requirements to early grades (PreK-3).
   - With the exception of a limited number of grade levels in a few states, Florida's mandate requires the smallest classes.
2. Before CSR, Florida was already experiencing the worst teacher shortages in the country as measured by the percentage of schools with vacancies after the beginning of the school year.
3. Florida's CSR requirements are being implemented in an era of nationwide teacher shortages compounded by intense competition for "highly qualified" teachers mandated by No Child Left Behind.
4. Florida's CSR requirements are being implemented amidst a dramatic increase in construction costs which is affecting both the ability to construct sufficient new classrooms to implement CSR and the availability of affordable housing for prospective teachers.

Florida school districts are beginning to report examples of negative consequences noted below that have not generally been reported by other states.

1. Parental choice of schools being reduced by some districts in order to optimize utilization of existing classrooms.
2. Student opportunities to take academic electives, supplemental courses, and non-core courses are being reduced or eliminated by some districts in order to ensure that scarce teaching resources are focused on meeting class size mandates.
3. The ability to use less expensive and/or more effective reform alternatives such as improving in-service training, increasing requirements for tenure, or increasing teacher salaries has been adversely impacted.

Is CSR the Best Strategy Florida Could Adopt to Improve Education?

The value of Florida's CSR constitutional amendment to student achievement in grades K through 12 cannot be substantiated based on empirical studies. On the other hand, the probable adverse effect on the quality of Florida's teaching workforce can be predicted by experiences in other states. Since the effect of quality teachers on improving student achievement is clearly established in the research literature (it is near axiomatic that the quality of the teacher – not the quantity – is the key to learning), **the probable result of the implementation of the amendment would appear to be to reduce student achievement.** Based on the impact of California's less stringent amendment, **the greatest deterioration in the quality of the teaching workforce will probably occur in schools with large disadvantaged populations and these schools will have difficulty in hiring enough teachers to meet CSR requirements**, further exacerbating existing problems at those schools.

As full implementation of the amendment places greater strain on district resources, reduced district flexibility is changing the options available to students. The CSR amendment has already had the effect of reducing access to specialized, low demand courses in some districts and it is anticipated that this impact will grow. Reduced district flexibility in managing resources is also affecting the ability to allow parents to choose the school their children attend. Finally, the 2004 and 2005 hurricane seasons illustrate the danger of a program that does not provide the flexibility to adjust to the realities of natural disasters.

In answer to the question posed by the Legislature, all available data indicates that implementation of the Florida Class Size Amendment will not improve the quality of education in Florida. Indeed, the plethora of unintended consequences of Florida CSR will likely adversely impact the quality of education, particularly in schools that are already disadvantaged. Further, necessary flexibility and funding for effective reforms to improve the quality of education are being adversely affected by the Florida Class Size Amendment.

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Appendix I: CSR in Florida Law

Class Size Reduction Constitutional Amendment

To assure that children attending public schools obtain a high quality education, the legislature shall make adequate provision to ensure that, by the beginning of the 2010 school year, there are a sufficient number of classrooms so that:

(1) The maximum number of students who are assigned to each teacher who is teaching in public school classrooms for prekindergarten through grade 3 does not exceed 18 students;

(2) The maximum number of students who are assigned to each teacher who is teaching in public school classrooms for grades 4 through 8 does not exceed 22 students; and

(3) The maximum number of students who are assigned to each teacher who is teaching in public school classrooms for grades 9 through 12 does not exceed 25 students.

The class size requirements of this subsection do not apply to extracurricular classes. Payment of the costs associated with reducing class size to meet these requirements is the responsibility of the state and not of local schools districts. Beginning with the 2003-2004 fiscal year, the legislature shall provide sufficient funds to reduce the average number of students in each classroom by at least two students per year until the maximum number of students per classroom does not exceed the requirements of this subsection.

Implementing Statute

1003.03 Maximum class size.--

(1) CONSTITUTIONAL CLASS SIZE MAXIMUMS.--Pursuant to s. 1, Art. IX of the State Constitution, beginning in the 2010-2011 school year:

(a) The maximum number of students assigned to each teacher who is teaching core-curricula courses in public school classrooms for prekindergarten through grade 3 may not exceed 18 students.

(b) The maximum number of students assigned to each teacher who is teaching core-curricula courses in public school classrooms for grades 4 through 8 may not exceed 22 students.

(c) The maximum number of students assigned to each teacher who is teaching core-curricula courses in public school classrooms for grades 9 through 12 may not exceed 25 students.

(2) IMPLEMENTATION.--

(a) Beginning with the 2003-2004 fiscal year, each school district that is not in compliance with the maximums in subsection (1) shall reduce the average number of students per classroom in each of the following grade groupings: prekindergarten through grade 3, grade 4 through grade 8, and grade 9 through grade 12, by at least two students each year.

(b) Determination of the number of students per classroom in paragraph (a) shall be calculated as follows:

1. For fiscal years 2003-2004 through 2005-2006, the calculation for compliance for each of the 3 grade groupings shall be the average at the district level.

2. For fiscal years 2006-2007 through 2007-2008, the calculation for compliance for each of the 3 grade groupings shall be the average at the school level.

3. For fiscal years 2008-2009, 2009-2010, and thereafter, the calculation for compliance shall be at the individual classroom level.

(c) The Department of Education shall annually calculate each of the three average class size measures defined in paragraphs (a) and (b) based upon the October student membership survey. For purposes of determining the baseline from which each district's average class size must be reduced for the 2003-2004 school year, the department shall use data from the February 2003 student membership survey updated to include classroom identification numbers as required by the department.

(d) Prior to the adoption of the district school budget for 2004-2005, each district school board shall hold public hearings to review school attendance zones in order to ensure maximum use of facilities while minimizing the additional use of transportation in order to comply with the two-student-per-year reduction required in paragraph (a). School districts that meet the constitutional class size maximums described in subsection (1) are exempt from this requirement.

(3) IMPLEMENTATION OPTIONS.--District school boards must consider, but are not limited to, implementing the following items in order to meet the constitutional class size maximums described in subsection (1) and the two-student-per-year reduction required in subsection (2):

(a) Adopt policies to encourage qualified students to take dual enrollment courses.

(b) Adopt policies to encourage students to take courses from the Florida Virtual School.

(c)1. Repeal district school board policies that require students to have more than 24 credits to graduate from high school.

2. Adopt policies to allow students to graduate from high school as soon as they pass the grade 10 FCAT and complete the courses required for high school graduation.

(d) Use methods to maximize use of instructional staff, such as changing required teaching loads and scheduling of planning periods, deploying district employees that have professional certification to the classroom, using adjunct educators, or any other method not prohibited by law.

(e) Use innovative methods to reduce the cost of school construction by using prototype school designs, using SMART Schools designs, participating in the School Infrastructure Thrift Program, or any other method not prohibited by law.

(f) Use joint-use facilities through partnerships with community colleges, state universities, and private colleges and universities. Joint-use facilities available for use as K-12 classrooms that do not meet the K-12 State Regulations for Educational Facilities in the Florida Building Code may be used at the discretion of the district school board provided that such facilities meet all other health, life, safety, and fire codes.

(g) Adopt alternative methods of class scheduling, such as block scheduling.

(h) Redraw school attendance zones to maximize use of facilities while minimizing the additional use of transportation.

(i) Operate schools beyond the normal operating hours to provide classes in the evening or operate more than one session of school during the day.

(j) Use year-round schools and other nontraditional calendars that do not adversely impact annual assessment of student achievement.

(k) Review and consider amending any collective bargaining contracts that hinder the implementation of class size reduction.

(l) Use any other approach not prohibited by law.

(4) ACCOUNTABILITY.--

(a) Beginning in the 2003-2004 fiscal year, if the department determines for any year that a school district has not reduced average class size as required in subsection (2) at the time of the third FEFP calculation, the department shall calculate an amount from the class size reduction operating categorical which is proportionate to the amount of class size reduction not accomplished. Upon verification of the department's calculation by the Florida Education Finance Program Appropriation Allocation Conference, the Executive Office of the Governor shall transfer undistributed funds equivalent to the calculated amount from the district's class size reduction operating categorical to an approved fixed capital outlay appropriation for class size reduction in the affected district pursuant to s. 216.292(13). The amount of funds transferred shall be the lesser of the amount verified by the Florida Education Finance Program Appropriation Allocation Conference or the undistributed balance of the district's class size reduction operating categorical. However, based upon a recommendation by the Commissioner of Education that the State Board of Education has reviewed evidence indicating that a district has been unable to meet class size reduction requirements despite appropriate effort to do so, the Legislative Budget Commission may approve an alternative amount of funds to be transferred from the district's class size reduction operating categorical to its approved fixed capital outlay account for class size reduction.

(b) Beginning in the 2005-2006 school year, the department shall determine by January 15 of each year which districts have not met the two-student-per-year reduction required in subsection (2) based upon a comparison of the district's October student membership survey for the current school year and the February 2003 baseline student membership survey. The department shall report such districts to the Legislature. Each district that has not met the two-student-per-year reduction shall be required to implement one of the following policies in the subsequent school year unless the department finds that the district comes into compliance based upon the February student membership survey:

1. Year-round schools;
2. Double sessions;
3. Rezoning; or
4. Maximizing use of instructional staff by changing required teacher loads and scheduling of planning periods, deploying school district employees who have professional certification to the classroom, using adjunct educators, operating schools beyond the normal operating hours to provide classes in the evening, or operating more than one session during the day.

A school district that is required to implement one of the policies outlined in subparagraphs 1 through 4 shall correct in the year of implementation any past deficiencies and bring the district into compliance with the two-student-per-year reduction goals established for the district by the department pursuant to subsection (2). A school district may choose to implement more than one of these policies. The district school superintendent shall report to the Commissioner of Education the extent to which the district implemented any of the policies outlined in subparagraphs 1 through 4 in a format to be specified by the Commissioner of Education. The Department of Education shall use the enforcement authority provided in s. 1008.32 to ensure that districts comply with the provisions of this paragraph.

(c) Beginning in the 2006-2007 school year, the department shall annually determine which districts do not meet the requirements described in subsection (2). In addition to enforcement authority provided in s. 1008.32, the Department of Education shall develop a constitutional compliance plan for each such district which includes, but is not limited to, redrawing school attendance zones to maximize use of facilities while minimizing the additional use of transportation unless the department finds that the district comes into compliance based upon the February student membership survey and the other accountability policies listed in paragraph (b). Each district school board shall implement the constitutional compliance plan developed by the state board until the district complies with the constitutional class size maximums.

History.--s. 113, ch. 2002-387; s. 2, ch. 2003-391.

Appendix II: 1012.33 Contracts with instructional staff, supervisors, and school principals.--

(1)(a) Each person employed as a member of the instructional staff in any district school system shall be properly certified pursuant to s. 1012.56 or s. 1012.57 or employed pursuant to s. 1012.39 and shall be entitled to and shall receive a written contract as specified in this section. All such contracts, except continuing contracts as specified in subsection (4), shall contain provisions for dismissal during the term of the contract only for just cause. Just cause includes, but is not limited to, the following instances, as defined by rule of the State Board of Education: misconduct in office, incompetency, gross insubordination, willful neglect of duty, or conviction of a crime involving moral turpitude.

(b) A supervisor or school principal shall be properly certified and shall receive a written contract as specified in this section. Such contract may be for an initial period not to exceed 3 years, subject to annual review and renewal. **The first 97 days of an initial contract is a probationary period. During the probationary period, the employee may be dismissed without cause or may resign from the contractual position without breach of contract.** After the first 3 years, the contract may be renewed for a period not to exceed 3 years and shall contain provisions for dismissal during the term of the contract only for just cause, in addition to such other provisions as are prescribed by the district school board.

Appendix III: California K-3 Class Size Reduction Program

The kindergarten-through-grade-three (K-3) CSR program was implemented to increase student achievement, particularly in reading and math, by decreasing class size. It is an incentive program in which districts decide whether and how much to participate.

The 2004-05 school year has $1.7 billion available for the state CSR program. There are two CSR implementation options:

Option 1: Full day

One certificated teacher for each class of 20 or fewer pupils

$928 per pupil

Option 2: Half-day

One certificated teacher for every 20 pupils for at least one-half of the instructional minutes offered per day, with the primary focus on instruction in reading and mathematics

$464 per pupil

The state CSR program also has the following key elements:

Each class must average 20.44 (using daily enrollment) or fewer pupils from the first day of school through April 15.

Classes must have certificated teachers only-no aides.

Four grades may participate at each school (K-3).

Priority order must be followed: first priority is grade one; second priority is grade two; third priority is kindergarten and/or grade three.

Staff development must be provided for newly participating teachers.

Districts are subject to an annual independent audit process.

Districts with only one school serving K-3 pupils and no more than two classes per grade level may have up to 22 pupils per K-3 class as long as the average for all participating classes at that school is 20 pupils and the district's governing board has certified that the school has no other option.

http://www.cde.ca.gov/ls/cs/.

Appendix IV: Class Size Reduction Questions for Six Districts in the Sample

Teachers

1. Are you experiencing an increase in the numbers of out-of-field teachers in your district? If so, what grade levels and/or subject areas are showing the largest increases?

IF #1 is yes then #2, if not, skip to #3

2. What steps are you taking to reduce the number of out-of-field teachers in your district?
3. Did your district have difficulty finding qualified teachers—that is teachers certified in the subject matter they were assigned to teach- prior to the enactment of the Class Size Reduction (CSR) amendment? Has this challenge increased (and to what extent) since the CSR?
4. Has your district used co-teaching as a means of meeting the class size requirements? (EXCLUDING ESE TEACHERS) If so, is co-teaching used primarily in elementary, middle or high school? How will your district comply with the new State Board ruling that co-teaching cannot be used as a means of meeting CSR?
5. Is the increased cost of housing adversely affecting your ability to recruit teachers? If yes, is the district taking any steps to assist teachers with housing costs? What kind of steps?

Students/School Choice

1. In order to meet CSR requirements, have schools in your district reduced, or will they have to reduce the number of academic electives in low demand courses that are available to students? (If yes, what type of academic electives?)
2. Has your district had to cut back, or will it have to cut back, on other quality improvement initiatives in order to implement class size reduction? If so, what other programs or initiatives?
3. Has your district in the past allowed parents full choice of the school their child attends and if so, are you considering reducing parental choice in order to optimize utilization of existing classrooms?

Construction

1. Is your district experiencing significant construction cost increases? If so, what are the primary causes of these increases? (e.g., building, land acquisition, etc.) Can you estimate the rate and amount of increases you are experiencing? (For example, a 5% increase in 3 months.)
2. Are rising construction costs impacting your district's ability to build enough classrooms to meet class size requirements? If so, can you estimate the number of schools/classrooms that will not be built due to cost increases or quantify the problem in any other way?

Appendix V: Statewide Survey on the Impact of Housing Costs on Teacher Recruitment

1. How often does the cost of housing affect your ability to recruit new teachers? Please mark an X next to the response that most closely mirrors your situation.

   __ Frequently an obstacle

   __ Sometimes an obstacle

   __Rarely an obstacle

2. If housing costs are a problem, what steps are being taken to assist teachers with housing costs?
3. Are there laws or regulations that prevent or discourage the district from taking steps to deal with this issue? Please describe the legal barrier and the initiative.

Appendix VI: States with Specific Class Size Reduction Goals

http://www.reduceclasssizenow.org/

The RCSN Website was last updated on October 1, 2005

	K	K to 2	1 to 3	K to 3	K to 4	4 to 6	4 to 8	7 to 12	9 to 12
Alabama (Mandatory)				18		26		29	
Alaska				18					
Arkansas (Voluntary)					20				
California (Mandatory)				20					
Florida (Mandatory)				18			22		25
Georgia (Mandatory)				18					
Indiana (Voluntary)				K-1 18; 2-3 20					
Iowa (Voluntary & Mandated)				17					
Kentucky (Mandatory)				24		28		31	
Louisiana (Mandated)				20					
Maine (Voluntary)				18					
Maryland (Voluntary)				20					
Massachusetts (Voluntary)				18					
Michigan				Pilot					
Minnesota				17					
Mississippi (Voluntary)				23 = target; 27 maximum					
Nevada (Mandated)				15					
New Jersey Mandated in 440 schools in special needs districts				21			23	24	
New York (Voluntary)				20					
North Carolina (Mandatory)	19			21					
North Dakota (Voluntary)				20					
Oklahoma (Mandated)				20		20			
Rhode Island (Voluntary)				15					
South Carolina (Mandated)				21					
South Dakota				15					
Tennessee (Mandatory)				20		25		30	
Texas (Mandatory)					22				
Utah (Mandatory for K-2)		18			Based on available Funds				
West Virginia (Mandatory)	20		25			25			
Wyoming		19							

APPENDIX C

Percentage of Instruction Expenditures to Total Current Expenditures
National Center for Education Services Data

*figures for 2003-04 are not yet official

	2001-02	2002-03	*2003-04	Increase/(Decrease) 2001-02 to 2002-03	Increase/(Decrease) 2002-03 to *2003-04
1 Alachua	54.82%	54.40%	55.12%	-0.42%	0.72%
2 Baker	53.88%	52.98%	54.45%	-0.90%	1.46%
3 Bay	60.11%	60.05%	60.10%	-0.06%	0.05%
4 Bradford	58.20%	58.26%	58.24%	0.07%	-0.02%
5 Brevard	62.19%	61.72%	63.51%	-0.47%	1.79%
6 Broward	57.10%	57.05%	58.66%	-0.05%	1.61%
7 Calhoun	60.48%	58.42%	57.64%	-2.06%	-0.78%
8 Charlotte	56.58%	56.41%	56.84%	-0.17%	0.43%
9 Citrus	56.30%	56.81%	57.19%	0.51%	0.38%
10 Clay	61.87%	61.06%	61.68%	-0.81%	0.62%
11 Collier	60.57%	60.46%	57.39%	-0.11%	-3.07%
12 Columbia	59.00%	57.12%	57.32%	-1.87%	0.19%
13 Miami-Dade	60.58%	61.03%	59.93%	0.45%	-1.10%
14 DeSoto	57.61%	59.19%	58.97%	1.58%	-0.22%
15 Dixie	55.65%	55.29%	52.12%	-0.36%	-3.17%
16 Duval	60.17%	58.36%	60.82%	-1.80%	2.46%
17 Escambia	57.53%	57.06%	56.17%	-0.47%	-0.89%
18 Flagler	54.52%	55.21%	55.66%	0.69%	0.44%
19 Franklin	62.55%	60.57%	59.35%	-1.98%	-1.22%
20 Gadsden	54.71%	51.11%	50.90%	-3.61%	-0.21%
21 Gilchrist	56.09%	55.63%	56.87%	-0.46%	1.23%
22 Glades	56.05%	54.63%	51.92%	-1.43%	-2.71%
23 Gulf	57.98%	56.50%	55.32%	-1.48%	-1.18%
24 Hamilton	52.25%	53.13%	53.23%	0.88%	0.10%
25 Hardee	58.15%	58.10%	57.57%	-0.05%	-0.53%
26 Hendry	58.73%	56.05%	58.13%	-2.67%	2.08%
27 Hernando	57.47%	56.34%	56.13%	-1.13%	-0.21%
28 Highlands	55.95%	55.58%	55.81%	-0.36%	0.23%
29 Hillsborough	59.20%	59.27%	60.25%	0.07%	0.98%
30 Holmes	61.03%	57.82%	57.88%	-3.21%	0.05%
31 Indian River	55.21%	55.70%	56.78%	0.48%	1.08%
32 Jackson	56.15%	55.74%	56.27%	-0.40%	0.52%
33 Jefferson	52.43%	50.13%	51.69%	-2.30%	1.56%
34 Lafayette	51.97%	48.43%	51.92%	-3.53%	3.49%
35 Lake	58.92%	57.91%	58.62%	-1.01%	0.72%
36 Lee	54.61%	55.01%	54.65%	0.40%	-0.36%
37 Leon	54.47%	54.99%	54.89%	0.51%	-0.09%
38 Levy	58.65%	58.27%	58.86%	-0.37%	0.59%
39 Liberty	59.04%	62.53%	61.77%	3.49%	-0.76%
40 Madison	56.29%	54.49%	55.62%	-1.81%	1.13%
41 Manatee	57.99%	59.56%	59.55%	1.57%	-0.01%
42 Marion	59.76%	58.68%	58.51%	-1.07%	-0.17%
43 Martin	59.64%	59.69%	59.70%	0.05%	0.02%
44 Monroe	56.19%	55.22%	58.13%	-0.97%	2.91%
45 Nassau	57.99%	56.25%	57.13%	-1.74%	0.89%
46 Okaloosa	60.97%	61.24%	62.23%	0.27%	0.99%
47 Okeechobee	57.94%	57.15%	57.76%	-0.78%	0.61%
48 Orange	56.43%	56.64%	58.36%	0.21%	1.72%
49 Osceola	55.75%	56.63%	56.60%	0.88%	-0.03%
50 Palm Beach	62.17%	61.35%	61.48%	-0.83%	0.13%
51 Pasco	55.60%	55.50%	57.92%	-0.10%	2.43%
52 Pinellas	58.50%	58.29%	57.65%	-0.21%	-0.64%
53 Polk	62.12%	61.63%	61.12%	-0.49%	-0.51%
54 Putnam	56.32%	53.28%	55.96%	-3.04%	2.68%
55 St. Johns	63.25%	61.54%	62.06%	-1.71%	0.51%
56 St. Lucie	56.33%	56.86%	57.30%	0.53%	0.44%
57 Santa Rosa	57.70%	55.58%	56.44%	-2.12%	0.86%
58 Sarasota	58.36%	59.25%	59.81%	0.89%	0.56%
59 Seminole	62.52%	62.69%	62.72%	0.17%	0.02%
60 Sumter	57.02%	58.46%	60.62%	1.45%	2.16%
61 Suwannee	60.51%	58.80%	59.14%	-1.71%	0.34%
62 Taylor	60.18%	58.71%	57.32%	-1.47%	-1.39%
63 Union	58.40%	56.54%	57.21%	-1.86%	0.68%
64 Volusia	59.52%	59.84%	60.28%	0.31%	0.44%
65 Wakulla	57.17%	56.49%	57.18%	-0.68%	0.69%
66 Walton	58.61%	57.78%	57.14%	-0.83%	-0.65%
67 Washington	59.26%	57.06%	57.66%	-2.20%	0.60%
Total	59.00%	58.81%	59.19%	-0.19%	0.37%

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